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ABSTRACT

This document is a transcript of oral and written testimony given by persons testifying about the Older American Volunteer Programs as reauthorization legislation is being considered. Oral or written testimony was presented by: the director of the voluntary agency, ACTION; the president of the National Association of Foster Grandparents; the president of the National Association of Senior Companion Directors; and the president of the National Association of Retired Senior Volunteer Program (RSVP) Directors, as well as by volunteers from these organizations. Testimony stressed that Older American Volunteer Programs promote, protect, defend, and enhance the human dignity of the elderly by offering them the opportunity to contribute in a meaningful way to their communities. More than 400,000 older persons took advantage of that opportunity in 1988. Statements at the hearing noted the many accomplishments of senior volunteers, from working with children, to helping combat drug abuse, to serving meals to senior citizens. The legislation was recommended for renewal with some changes, such as increased stipends for volunteers. (KC)

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ED308394

HEARING ON THE REAUTHORIZATION OF THE OLDER AMERICAN VOLUNTEER PROGRAMS

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, FEBRUARY 24, 1989

Serial No. 101-4

Printed for the use of the Committee on Education and Labor

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HEARING ON THE REAUTHORIZATION OF THE OLDER AMERICAN VOLUNTEER PROGRAMS

FRIDAY, FEBRUARY 24, 1989

U.S. HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON HUMAN RESOURCES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 10:00 a.m., in Room 2257, Rayburn House Office Building, Hon.. Dale E. Kildee [chairman of the subcommittee] presiding.

Members present: Representatives Kildee, Unsoeld, Poshard, and Grandy.

Staff present: Susan A. Wilhelm, staff director; Chris Jacobs, legislative director; Thomas Kelley, legislative associate; Carol Behrer, professional staff member; Nita Orr, legislative assistant; Jay Horstman, legislative assistant; Margaret Kajeckas, clerk/legislative assistant; and Lynn Selmser, professional staff member.

Mr. KILDEE. Not so much as a Congressman, but as a former teacher, we will start right on time.

The Subcommittee on Human Resources meets today to hear testimony on the reauthorization of the three Older American Volunteer Programs.

These are the Retired Senior Volunteer Program, better known as RSVP; the Foster Grandparent Program; and the Senior Companion Program.

The Older American Volunteer Program, authorized under Title II of the Domestic Volunteer Service Act of 1973, are among the most popular programs operated by the Federal Government today.

I have often stated that the role of Government is to promote, protect, defend, and enhance human dignity.

Older American Volunteer Programs certainly promote, protect, defend, and enhance the human dignity of the elderly by offering them the opportunity to continue to contribute in a meaningful way to their communities.

Over 400,000 older persons took advantage of that opportunity in 1988.

Through a wide range of volunteer activities, these programs provide assistance to virtually every age group—in schools, hospitals, homes, and institutions.

Since its inception 20 years ago, the Foster Grandparent Program has enabled low-income elderly age 60 and over to work 20 hours per week on a one-to-one basis to provide support to children with physical, mental, emotional, or social disabilities.

Senior companions also work on a one-to-one basis with homebound, chronically disabled older persons so that they may continue to live independently in their own homes.

Both senior companions and foster grandparents receive a small stipend and reimbursement for out-of-pocket expenses while they are working.

RSVP provides volunteer opportunities to all elderly persons over age 60.

RSVP volunteers serve in a variety of areas, including youth counseling, literacy enhancement, long-term care, crime prevention, refugee assistance, housing rehabilitation, and drug abuse prevention.

That is a short list of the various things they are involved in.

I have always been impressed whenever I visit those people. They inspire and re-energize me when I visit them.

The programs have a dual purpose.

On the one hand, communities benefit from the considerable experience and talents of these older people.

On the other hand, the older participants find opportunities for usefui participation through community contributions.

Today we will be hearing from program directors as well as volunteers, and also from those who administer the programs here in Washington.

I want to emphasize that this is the Congress—not Mount Sinai.

Our laws can always be improved.

We welcome your suggestions as to how to improve these programs.

These programs are dynamic, and we can always find ways of better responding to the ever-changing needs of our society and incorporating the new ideas that we gather as we gain experience with these programs.

Before proceeding, I would like to recognize other members of the subcommittee for opening statements.

We have a freshman Member of Congress and a fresh member of this committee, but not someone who is new to Government, Congresswoman Unsoeld.

Mrs. UNSOELD. Thank you, Mr. Chairman.

I would like to express my delight at being on this committee and being able to work with you and my pleasure at being able to learn from all of you who on a day-to-day basis are the ones who are working with these issues and with these problems.

I am really looking forward to this hearing.

Mr. KILDEE. Thank you very much.

I have always said that these hearings often are the equivalent of a masters degree and I still say that.

I am on the Budget Committee now and those hearings are like getting a Ph.D.

Working on that committee and this committee really brings the two together because we know there are budgetary implications in all the programs.

Mr. KILDEE. Our first witness is Ms. Donna Alvarado, Director of the ACTION agency which administers the Older American Volunteer Programs.

Thank you for your cooperation with this subcommittee.

I am also very grateful to Nora Manning back there who has been very, very helpful to this committee, very cooperative, cooperation along with Nancy Denholm.

You have good ambassadors on the Hill for you.

You may proceed.

STATEMENT OF DONNA M. ALVARADO, DIRECTOR, ACTION; ACCOMPANIED BY JANE A. KENNY, DEPUTY DIRECTOR, ACTION; ROLAND A. GOODMAN, ASSOCIATE DIRECTOR FOR MANAGEMENT AND BUDGET, ACTION; AND LOWELL B. GENEBACH, JR., PLANNING AND MANAGEMENT OFFICER, ACTION

Ms. ALVARADO. Thank you, Mr. Chairman.

I am pleased to appear before the subcommittee today to discuss the reauthorization of the Domestic Volunteer Service Act and to share with you some of the exciting contributions that volunteers are making in our Nation's efforts to respond to critical needs of individuals and communities, and particularly we will focus on the contribution of older volunteers.

I would like to introduce my colleagues at the table: Jane Kenny, the Deputy Director of ACTION; Roland Goodman, the Associate Director for Management and Budget of the Agency; and Lowell Genebach, the Director of the Planning and Management Division within ACTION.

The ACTION agency reauthorization bill for fiscal year 1993 is currently being reviewed by the OMB and will be forwarded to the Congress in the very near future, hopefully next week.

Our authorization levels for 1990 will reflect the Reagan Administration budget submission which includes $114,925,000 for the Older American Volunteer Programs and $27,875,000 for program administration with the understanding that those levels are subject to negotiations with Congress.

From working in the vital area of drug abuse prevention and education, to reducing illiteracy, to providing much-needed respite services to family care givers, our Older American Volunteers are demonstrating that the personal giving of time, of talent, and of caring can truly make a difference in our communities and in the quality of life for the senior volunteers themselves.

A January 1989 report published by the Independent Sector reports that 80 million Americans provide a total of 14.90 billion hours of voluntary service annually.

[Material supplied for the record follows.]

OFFICE OF THE DIRECTOR
WASHINGTON, DC 20525

April 26, 1989

Honorable Dale E. Kildee
Chairman, Subcommittee on Human Resources,
Committee on Education and Labor
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

I have already submitted the corrections of the transcript of my testimony at the February 24, 1989 hearing. In addition, I wish to clarify my testimony as to the total number of hours volunteered by 80 million adults.

In my testimony I stated that "14.9 billion hours of voluntary service annually is given". That figure reflects only the formal volunteering done annually and does not reflect the five billion additional hours which are given on an ad hoc basis. To quote the Independent Sector 1988 annual report, "It is estimated that 80 million adults gave a total of 19.5 billion hours in both formal and informal volunteering."

As the Federal Domestic Volunteer Agency, ACTION wants to expand and include all volunteering, to encourage giving service in all ways.

Therefore on page 8, line 156, I would like to have the record reflect those who also volunteer on an informal basis, and have the figure of 19.5 billion hours stand as the official number.

Sincerely,

Donna

Donna M. Alvarado

ACTION's mission: To stimulate voluntary citizen participation in addressing the needs of American communities, particularly those of the poor, the disadvantaged and the elderly.
VISTA Volunteers in Service to America • Student Community Service • Citizen Participation Programs • ACTION Drug Alliance
Retired Senior Volunteer Program • Foster Grandparent Program • Senior Companion Program

This underscores the vital role that ACTION, the Federal domestic volunteer agency must continue to provide through its own programs to meet continuing emerging challenges, as well as to promote advocate and support voluntary efforts of individuals and private organizations.

For these reasons, we are requesting that the Domestic Volunteer Service Act be reauthorized for three years.

I would like to highlight some of the accomplishments and discuss the current status of our Title II programs.

In fiscal year 1988, almost 470,000 volunteers served in ACTION's programs. The three Older American Volunteer Programs, the Foster Grandparents, Senior Companions, and RSVP fielded approximately 436,000 volunteers, which compromises 93 percent of all ACTION-funded volunteers.

In 1,144 local projects in all states, Puerto Rico, the Virgin Islands, and the District of Columbia, these older volunteers contributed over 100 million hours of service to their communities in such diverse areas as lending managerial expertise to public and private non-profit organizations and providing traditional tender loving care to the so-called "boarder babies," infants born with AIDS or drug addiction who have been virtually abandoned in pediatric wards and hospitals.

In furtherance of our mission, the agency has actively encouraged collaboration with other Federal agencies, state and local governments, and the private sector.

In calendar year 1987, total non-ACTION funding sources contributed $60.8 million to local projects of the Older American Volunteer Programs.

This amount is an approximate 8 percent increase over calendar year 1986 and represents the fact that approximately 55 percent of the Federal funding for Older American Volunteer Programs is matched by non-ACTION funding.

Within the Foster Grandparents Program in fiscal year 1988, approximately 26,900 Foster Grandparents in 252 projects across the country provided their special kind of loving attention to over 68,000 children and youth.

In fiscal year 1989, we plan to fund approximately 10 new projects with 700 volunteer service years. Foster Grandparents are found in diverse projects, from tutoring young offenders in detention facilities to providing encouragement and rewards at a Special Olympics event. For example, in Grand Rapids, Michigan and surrounding Kent County, Foster Grandparents serve in 22 different child care settings including elementary and special education classrooms, Headstart and day care centers as well as group homes.

In December, the agency formally instituted a special programming area when we signed an interagency agreement with the Department of Defense. The agreement is intended to extend Foster Grandparent services to military dependent children with special and exceptional needs at a variety of DOD facilities nationwide. Currently, an estimated 35 Foster Grandparents in 5 installations are serving such children. With over 60 military installations located within the service area of a Foster Grandparent project, the potential for expansion of services is great and we are pleased with the support this has been given from top leaders of DOD, and we

hope they will utilize more of their resources in supporting the Foster Grandparent Program.

In calendar year 1987, approximately $23 million from non-ACTION sources enabled the program to support 2,500 volunteer service years, 2.6 million hours of service to approximately 9,000 children, services that we could not provide if we relied on Federal appropriations alone.

Regarding the Retired Senior Volunteer Program, Mr. Chairman, older volunteers can do almost anything and the Retired Senior Volunteer Program proves that. Congressman Tauke, the Ranking Minority Member of this subcommittee, is particularly aware of just how capable RSVP volunteers are since his father is an RSVP volunteer in a Dubuque project. In fiscal year 1988, over 397,000 RSVP volunteers in 750 local projects provided over 72 million hours of service to approximately 43,000 local organizations. Countless individuals, from home-bound elderly and disabled persons receiving home-delivered meals to veterans being discharged from medical centers, to school children reaffirming their commitment to Just Say No to drugs have benefited from the service of RSVP volunteers.

To illustrate, the RSVP of Louisville and Jefferson County, Kentucky sponsors activities in the two critical areas of homelessness/hunger and illiteracy: The St. Boniface Church Inner City Soup Kitchen has expanded its operation since 1983, with the help of RSVP, from sandwich handouts each noon to providing a sit-down hot meal every day. With one paid staff member, a core of 15 RSVP volunteers serves over 36,000 hot meals a year to hungry and homeless persons. Ten RSVP volunteers, assigned to the public school system, tutor in inner city schools with students requiring special reading assistance. In addition, another group of volunteers prepare special introductory math kits designed by a local school instructor for use in the first and second grades. Over 800 other volunteers are serving in a wide variety of other activities.

In the intergenerational area, two projects in Iowa represent distinct approaches. In Cedar Rapids, abused and neglected children receiving treatment at Four Oaks, Inc. are served individually by volunteers. In Clinton County, the communities' schools, the police department, and RSVP sponsor a child watch program to ensure the safety of children going to and from school.

In an attempt to impact on the growing dilemma of child care, an intergenerational library assistance project was established through implementation of an interagency agreement between ACTION and the National Commission on Libraries and Information Science. One-year seed grants were awarded to 14 RSVP projects to place 300 volunteers to assist public library staff in providing services to the increasing number of unattended children using the libraries during non-school hours.

Another intergenerational approach is in the drug abuse education and prevention area. As the committee may know, ACTION is in partnership with the Just Say No Foundation. In fiscal year 1988, 19 RSVP projects received component grants to support over 300 volunteers working with Just Say No clubs in schools, public housing and other settings.

Committee members should also know that local RSVP projects continue to receive overwhelming support from state and local public sources as well as from the private sector. Non-ACTION support increased over 13 percent in calendar year 1987 to a total of $27.1 million. Approximately $5.1 million comes from state governments. City and county governments provide over 35 percent of RSVP's non-ACTION funding, and $12.4 million is generated by the private sector, which represents an increase in the private sector contributions of 91.5 over a 5-year period, and 325 localities have allocated $3.2 million from the United Way to local RSVP projects. Non-ACTION resources equal 88 percent of ACTION funding for RSVP, truly a great success story in terms of public-private partnership.

The Senior Companion Program experienced a 45 percent growth in the number of local projects in fiscal year 1988. Forty-four new projects with 1,800 volunteer service years were established. Over 30,000 adults received personal care and peer support from over 11,500 volunteers in 142 local projects.

Non-ACTION support for Senior Companions continues to expand. In calendar year 1987, these sources contributed $10.7 million. Over 60 percent is generated by state governments. The private sector contributed $2.3 million. Non-ACTION resources equaled 46 percent of the ACTION funding to senior companions.

I would point out that with Senior Companions and Foster Grandparents, the required match is only 10 percent. For RSVP the required match is only 30 percent. So these programs are doing an outstanding job and great credit goes to the project directors, the sponsors, the local advisory councils, and to the ACTION staff who support them in these activities.

Daily these SCP volunteers enhance the capacity of older persons to remain in their own homes by providing assistance with the activities of daily living. The assistance can be dramatic at times.

In Houston, Texas, a 63-year-old Senior Companion provides respite care to an older couple. Through the Sheltering Arms Senior Companion Program, care-giving is directed to a 66-year-old woman who has suffered from Alzheimer's disease for 5 years. The volunteer assists with feeding and dressing and provides companionship. Her client's daughter reports that the consistent caring presence of the volunteer has reduced her mother's episodes of night wandering and agitation.

ACTION and the Veterans Administration executed an interagency agreement on June 23, 1988. This agreement formalized a close working relationship between the agencies for several years. Both RSVP and Senior Companions are involved in providing in-home services to older veterans. A total of 31 Senior Companion projects with 179 volunteers are serving approximately 65 veterans and 3 RSVP projects with 45 volunteers received funding to support in-home services to veterans.

Another partnership initiated during the past two years is with the Alzheimer's Disease and Related Disorders Association, ADRDA. The partnership has resulted in two-year component funding for nine Senior Companion Programs with a total of 45 volunteer service years annually. These volunteers are providing criti-

cally needed respite care for family caregivers. ADRDA chapters assist in training of volunteers and selecting clients.

I would like to close by providing the subcommittee with a personal observation. In the four years that I have served as Director of ACTION, I have been very privileged to see first hand the countless ways that our older population contributes to the well being of the less fortunate in our communities. Whether the volunteer is a disabled nursing home resident nearing 100 years of age who is assisting a fund-raising effort of a local homeless shelter, or an athletic 60-year-old engaged in a foot race with an energetic four-year-old, I have been continually impressed by the contribution our seniors make to Americans in all walks of life.

Mr. Chairman, as you mentioned in your remarks, I too have been personally marked in a very positive way by my experience with the Older American Volunteers during my tenure as Director of ACTION. I sincerely believe I have received much more from them than I have been able to give, and it has been a real privilege to be able to come into contact with the many volunteers I have met. The partnerships I have seen in the local communities between the advisory councils, the local business community, the project directors, the sponsors, and the ACTION staff, show me that truly the Older American Volunteer Programs are among the most successful Federal programs that we have operating under the auspices of the Government today.

As was recently illustrated by a poster commemorating the Retired Senior Volunteer Program, we firmly believe that "Some Solutions are Ageless."

Thank you, Mr. Chairman.

Mr. KILDEE. Thank you for your fine testimony.

[The prepared statement of Donna M. Alvarado follows:]

OPENING STATEMENT BY ACTION DIRECTOR

DONNA M. ALVARADO

BEFORE HOUSE SUBCOMMITTEE ON HUMAN RESOURCES

Friday, February 24, 1989

I am pleased to appear before the subcommittee today to to discuss the reauthorization of the Domestic Volunteer Service Act and share with you some of the exciting contributions that volunteers are making in our Nation's efforts to respond to critical needs of individuals and communities. From working in the vital area of drug abuse prevention and education, to reducing illiteracy, to providing much needed respite services to family caregivers, countless volunteers are demonstrating that the personal giving of time, of talent and of caring can make a difference in our communities.

In FY 1988, almost 470,000 volunteers served in ACTION programs throughout the country. From Guam to Maine, teens to centenarians from all races and economic backgrounds daily demonstrate the tremendous power that individual and collective voluntary actions help enable communities and individual Americans to address a wide range of our national concerns including child care, homelessness and hunger, illiteracy and substance abuse, and "at risk" persons of all ages.

A January 1989 report published by the Independent Sector reports 80 million Americans provide a total of 14.9 billion hours of volunteer service annually. This underscores the vital role that ACTION, the Federal domestic volunteer agency, must continue to provide through its own programs to meet continuing emerging challenges, as well as to promote, advocate and support voluntary efforts of individuals and public and private organizations. For these reasons, we are requesting that the Domestic Volunteer Service Act be reauthorized for three years.

At this time, I would like to highlight some of the accomplishments and discuss the current status of our Title II Programs, which are of particular interest to the subcommittee.

In FY 1988, the three Older American Volunteer Programs, the Foster Grandparent Program, the Senior Companion Program and the Retired Senior Volunteer Program fielded approximately 436,000 volunteers (93% of all ACTION funded volunteers) in 1,144 local projects in all States, Puerto Rico, the Virgin Islands, and the District of Columbia. These older volunteers contributed over 100 million hours of service to their communities in such diverse areas as lending managerial expertise to public and private

non-profit organizations, and providing traditional "TLC" to the so-called "Boarder Babies", infants born with AIDS and/or drug addiction who have been virtually abandoned in pediatric wards of hospitals.

In furtherance of our mission, the Agency has actively encouraged collaboration with other Federal agencies, state and local governments and the private sector. In calendar year 1987, total non-ACTION funding sources contributed $60.8 million to local projects of the Older American Volunteer Programs. This amount is an approximate 8% increase over calendar year 1986 and represents approximately 55% of the Federal funding level.

FOSTER GRANDPARENT PROGRAM

In FY 1988 approximately 26,900 Foster Grandparents in 252 projects across the country provided their special kind of loving attention to over 68,000 children and youth. In FY 1989 we plan to fund approximately 10 new projects with 700 volunteer service years.

Foster Grandparents are found cradling failure-to-thrive babies and abused children in hospital wards, tutoring young status offenders at juvenile detention facilities and providing encouragement and rewards at a Special Olympics event.

For example, in Grand Rapids, Michigan and surrounding Kent County, 74 Foster Grandparents serve in 22 different child care settings. Those include elementary and special education classrooms, Head Start and day care centers, and group homes.

In terms of creative policy, in December, the Agency formally instituted a special programming area when we signed an Interagency Agreement with the Department of Defense. The Agreement is is intended to extend Foster Grandparent services to military dependent children with special and exceptional needs at a variety of DOD facilities nationwide. Currently an estimated 35 Foster Grandparents in five installations are serving such children. With over 60 military installations located within the service area of an FGP project, the potential for expansion of services is great.

Contributions from non-federal public agencies, the non-profit and private sectors continue to be an important element of Foster Grandparent Program. In calendar year 1987, approximately $23 million from non-ACTION sources enabled the program to support 2,500 volunteer service years, 2.6 million hours of service to approximately 9,000 children.

Retired Senior Volunteer Program

Mr. Chairman, volunteers can do almost anything, and the Retired Senior Volunteer Program (RSVP), ACTION's largest program, proves that. Congressman Tauke is particularly aware of just how capable RSVP volunteers are since his father is one with our Dubuque project. In FY 1988, over 397,000 volunteers in 750 local projects provided over 72 million hours of service to approximately 43,000 local organizations. Countless individuals, from homebound elderly and disabled persons receiving home delivered meals, to veterans being discharged from medical centers, to school children reaffirming their commitment to "Just Say No", have benefited from the service of RSVP volunteeers.

To illustrate, the RSVP of Louisville and Jefferson County, Kentucky sponsors activities in the two critical areas of homelessness/hunger and illiteracy:

- The St. Boniface Church Inner City Soup Kitchen has expanded its operation since 1983, with the help of RSVP, from sandwich handouts each noon to providing a sit-down hot meal every day. With one paid staff member, a core of 15 RSVP volunteers serves over 36,000 hot meals a year to hungry and homeless persons.

- 15 RSVP volunteers work with the local Day to Day program, collecting private food donations from supermarket chains, drug stores, churches, schools, etc., for a central warehouse where they serve the needy.

- 75 RSVP volunteers deliver hot meals to the elderly homebound. Each volunteer delivers 8 to 10 meals a day, averaging a total of 650 meals a day, 170,000 per year. The RSVP project works in conjunction with the Visiting Nurses Association to insure that total home care is provided.

- 10 RSVP volunteers, assigned to the public school system, tutor in inner city schools with students requiring special reading assistance. In addition, another group of volunteers prepare special introductory math kits designed by a local school instructor for use in the 1st and 2nd grades.

Over 800 other volunteers are serving in a wide variety of other activities.

In the intergenerational area, two projects in Iowa represent distinct approaches. In Cedar Rapids, abused and neglected children receiving treatment at Four Oaks, Inc. are served

individually by volunteers and indirectly through participation by volunteers on an auxillary board and other support activities. In Clinton County, the communities' schools, the Police Department and RSVP sponsor a child watch program to ensure the safety of children going to and from school.

Over the past several years, ACTION has entered into several Interagency Agreements and public/private partnerships to enhance and expand RSVP efforts in several areas. In FY 1988, we concluded a three year effort supported by the Laubach Literacy Action, the Dayton Hudson Foundation and the National Association of RSVP Directors to establish an RSVP Literacy Network. Seed Grants of $2,000 to $5,000 were awarded to 71 RSVP projects to recruit tutors for adult learners and for other roles such as student recruitment, public awareness building and administrative support.

Another intergenerational approach is in the drug abuse education and prevention area. As the committee may know, ACTION is in partnership with Just Say No International. In FY 1988, nine RSVP projects received component grants to support over 300 volunteers working with Just Say No clubs in schools, public housing and other settings.

FY 1988 also saw the initiation of the RSVP "Veteran Companion Service" implementing provision of our Interagency Agreement with the Veterans Administration, which I will detail later. Three RSVP projects with 45 volunteers received funding to support in-home services to Veterans.

Committee members should also know that local RSVP projects continue to receive overwhelming support from state and local public sources, and from the private sector. Non-ACTION support increased over 13% in calendar year 1987 to a total of $27.1 million. Approximately $5.1 million comes from state governments; city and county governments provide over 35% of RSVP's non-ACTION funding; $12.4 million is generated by the private sector (an increase of 91.5% over a five year period); and 325 localities have allocated $3.2 million from United Way to local RSVP projects. Non-ACTION resources equal 88% of ACTION funding.

Senior Companion Program

The Senior Companion Program experienced a 45% growth in the number of local projects in FY 1988. Forty-four new projects with 1,800 volunteer service years were established. Over 30,000 adults receive personal care and peer support from over 11,500 volunteers in 142 local projects. Non-ACTION support for SCP continues to expand. In calendar year 1987, these sources contributed $10.7 million. Over 60% is contributed by state governments. The private sector contributed $2.3 million. Non-ACTION resources equaled 46% of the ACTION funding. Daily these volunteers enhance the capacity of older persons to remain in their own homes by providing assistance with the activities of daily living.

This assistance can be dramatic at times. In Houston, Texas a 63-year-old Senior Companion provides respite care to an older couple. Through the Sheltering Arms SCP, caregiving is directed to a 66-year-old woman who has suffered from Alzheimer's disease for five years. The volunteer assists with feeding, and dressing and provides companionship. Her client's daughter reports that the consistent, caring presence of the volunteer has reduced her mother's episodes of night wandering and agitation.

As I mentioned earlier, ACTION and the VA executed an Interagency Agreement on June 23, 1988. This agreement formalized a close working relationship between the Agencies for several years. Both RSVP and SCP are involved in providing in-home services to veterans. A total of 31 SCP's with 179 Senior Companions are serving approximately 625 veterans. Over the past two years, 11 SCP projects have received component funding for a two-year period to support 66 volunteer service years annually.

Another partnership during the past two years is with the Alzheimer's Disease and Related Disorders Association (ADRDA). The partership has resulted in two-year component funding for 9 SCP's with a total of 45 volunteer service years annually. These volunteers are providing critically needed respite care for family caregivers. ADRDA Chapters assist in training of volunteers and selecting clients.

I would like to close my remarks by providing the subcommittee with a personal observation. In the four years I have served as Director of ACTION, I have been very fortunate to see first hand the countless ways that our older population contributes to the well being of the less fortunate in our communities. Whether the volunteer is a disabled

nursing home resident nearing 100 years of age who is assisting a fund raising effort of a homeless shelter, or an athletic sixty-year-old engaged in a foot race with an energetic four year old, I have been struck by the contribution our seniors make to Americans in all walks of life. As was recently illustrated by a poster commemorating the Retired Senior Volunteer Program, "Some Solutions are Ageless."

Mr. KILDEE. We look forward to receiving the Administration's reauthorization bill next week and we will pour over that and put our own considerations into that and move a bill out fairly soon.

In the last reauthorization, the Senate put in a provision for permitting non-low-income people to serve as Foster Grandparents and Senior Companions in a non-stipended capacity, while receiving reimbursement for expenses.

In conference, we agreed that the funds for reimbursement had to come from non-federal sources. How many non-stipended volunteers are currently participating in the Foster Grandparent and Senior Companion Programs?

Ms. ALVARADO. Currently, there are 82 non-stipended volunteers performing services under this provision.

Mr. KILDEE. How many were participating before this provision was put into the law? How many were involved on an informal basis? Do you have any numbers on that?

Ms. ALVARADO. Since it wasn't really legal for them to do so, we do not have specific numbers on that, Mr. Chairman. We do continue to believe that this is a good provision, and even though there are some restrictions on the utilization of these volunteers in the statutory language passed during the last reauthorization, we feel that the basic concept underlying the non-stipended provision, which is to enable older Americans who may not qualify under the income requirements, but who are motivated and able and willing to participate, to be allowed to serve. As demonstrated by the fact that we have come before the committee with constant levels of funding for the low-income volunteers, it is not intended that this provision would ever detract in any way from the levels of funding or from the opportunities for low-income volunteers to serve, but would rather supplement their activities.

We know that some of the unanticipated benefits from this provision include older volunteers being able to continue to serve as non-stipended volunteers when they are no longer able to serve the mandated 20 hours per week. They also include low-income volunteer husbands and wives who are able to serve in the same project with one in non-stipended status and the other in a stipended status.

Mr. KILDEE. I think the Senate anticipated a larger number participating than 82 didn't they?

Ms. ALVARADO. We had certainly hoped so, Mr. Chairman, but as I mentioned, there are certain statutory restrictions which have had the effect of building in a disincentive if you will, to promoting the expansion of these numbers. These include the fact that no Federal appropriated funds can be used to help offset transportation costs, recognition events and other non-stipended portions to these volunteers and that sends a double message to the projects. According to some of the directors—on the one hand, it is authorized, but on the other hand, it is not important enough to authorize expenditure of funds. They can only use locally generated funds to support these volunteers. There has been some ambiguity, and I think this has resulted in the lowering of numbers.

There is a provision requiring that any person in the community who does not meet the low income levels, who is interested in serving with a child or with an elderly person, must be referred to the

local RSVP project first and where that project can place such an individual in those kinds of settings, that is the preferred method. So it may be that some of these individuals are going into RSVP.

I think that is a positive direction. If they do go into RSVP, we would like to increase the number of older Americans in intergenerational activities no matter what they are called. The numbers and the involvement is what is important to us.

Mr. KILDEE. I have another question and then I will turn to Mr. Grandy here.

It has been brought to the committee's attention that the stipend for Foster Grandparents and Senior Companion volunteers has not increased in the last few years.

Do you support any increase in the volunteer stipend?

Ms. ALVARADO. We are not requesting an increase in the stipend at this time, primarily because of budgetary constraints.

We do know that it would take $9.3 million in additional appropriations to support a 30-cent increase in the stipend, which would raise the stipend from $2.20 an hour to $2.50 an hour. If the agency were required to absorb such a stipend increase without additional appropriations, it would require us to terminate approximately 4,000 of these low-income volunteers. If such an increase were given to the agency, it could be utilized to increase the stipend, but I would point out that such an increase could also be utilized to support 4,000 additional new volunteers who are low-income, and we do know that there are approximately 6,000 low-income applicants on waiting lists to participate in these programs.

It is a difficult choice to make between either bringing low-income volunteers into the program who currently are unable to serve, or increasing the stipend of existing volunteers.

Mr. KILDEE. You mentioned $9 million, was it?

Ms. ALVARADO. $9.3 million.

Mr. KILDEE. To raise the stipend to $2.50—why not put in some language that if the appropriation reached a certain level, then at that point it would trigger an increase?

Would that be an acceptable way of perhaps addressing that?

Ms. ALVARADO. I would have to review that, Mr. Chairman. I cannot respond at this time.

Mr. KILDEE. You can get back to us on that.

Ms. ALVARADO. Certainly.

Mr. KILDEE. I am not sure what I would want to do on it myself, so I can't ask you to respond specifically right now.

[The information follows:]

Mr. Chairman, my understanding is that there is not a formal proposal in writing at this time for review. However, one concept which has been articulated by the subcommittee staff is the possibility of establishing some type of threshold of funding for volunteer activities in the authorizing legislation, which once reached by appropriations levels, would automatically "trigger" any additional appropriations into a stipend increase for existing volunteers.

First, I must reiterate that due to budgetary constraints, the FY 1990 budget proposal for the ACTION agency does not include additional funding for either stipend increases or the expansion of the numbers of current levels of stipended volunteers.

Second, in the interest of making a fair and judicious determination of whether it would be preferable to increase the stipend of existing volunteers rather than to increase the numbers of low-income volunteers in the programs, I would say that such a determination should be made on the relative merits of priorities vis a vis the pro-

grams and the participants, rather than enacting an automatic legislative mechanism.

Mr. KILDEE. Mr. Grandy?

Mr. GRANDY. Thank you, Mr. Chairman.

Ms. Alvarado, let me follow up on something. It is my understanding that the administrative levels have been rather constant, $25 million over the last several years; is that correct?

Ms. ALVARADO. That is correct.

Mr. GRANDY. This year you are asking for a $2 million increase up to about $27 million.

Could you just explain the need for that in terms of delivering services at a constant level?

Ms. ALVARADO. Yes. As the subcommittee is aware, the ACTION agency provides programs to grass-roots organizations that frequently do not have the technical expertise or the ability to compete successfully for some of the larger programs that are available through such agencies as Department of HHS or through HUD and some of the other social service agencies.

What is important for us, in order to be able to meet the needs and to assist these local community organizations, is to have an adequate level of staff to provide the technical assistance to enable these individuals and organizations to participate fully in our programs. Inadequate program support dollars are placing a severe strain on the agency's ability to effectively administer our programs during fiscal year 1989.

When I came aboard four years ago, we had 511 full-time equivalent (FTE) positions in the agency. During FY 87 we conducted a management assessment of what would be the required number of full-time equivalents to support the agency's programs at that time and it was 448 full-time equivalents. However, our current situation is that we have been appropriated $145,412,000 in FY 89 program funds, while program support, or administrative funding that was given to the agency for FY 89 enables us to support only 416. So we are very much understaffed.

We have been trying to use our scarce resources to fill positions in the field, which is the front line, but this has resulted in the fact that now in our agency we don't have enough funds to fill even critical vacancies, let alone crucial top policy positions at headquarters.

We do not have an Inspector General, a General Counsel nor a Director of Legislative Affairs. We do not have a Director for our Drug Program. We do not have an Associate Director for Domestic Operations, which is a key Presidential appointee.

We have had to cancel the training that we were giving our project directors this year, and the required monitoring visits that we are mandated to perform to carry out our oversight responsibilities of one site visit per project per year are not being accomplished.

We were only able to perform 48 percent of those site visits last year and are hoping this year to improve that, but in order to do so we will have to take scarce resources from other areas.

Mr. GRANDY. In terms of the support that you can offer, are we talking about offering support to communities that are applying for these grants—in other words, technical assistance to communities

that otherwise would not be able to compete for some of these grants?

Is that included in that administrative component?

Ms. ALVARADO. That is the ideal situation when we are given adequate funding. We have provided training to our state directors and staff so that in addition to their basic mission, which is supporting existing ACTION grantees and developing new projects in undeserved areas, they also perform in a leadership capacity as emissaries of the volunteer agency, but they haven't been able to do that effectively.

Mr. GRANDY. So am I hearing you argue that increased funding on the administrative side will in a sense occasion a greater outreach and allow more communities to become competitive because they will have the technical support to make applications and supposedly be more competitive in receiving them?

Ms. ALVARADO. Yes that is an important part of it.

Mr. GRANDY. I bring that up because—you might be able to edify me a little about this—I am always concerned about how these programs are delivered in rural areas.

In Iowa, for example, in Mr. Tauke's district, there is a program in Dubuque, Cedar Rapids and in Clinton.

In my area, Western Iowa and North Central Iowa, there are two; one in Sioux City and Estherville.

Are there any barriers which rural areas face at this time in applying for these kinds of Federal funds that you know of?

Ms. ALVARADO. This was a real concern of mine when I came aboard the agency. Every time we have gone out with announcements of new funds for programs, we have given special attention to the needs of rural areas.

Actually, the agency has done very well. We know that, according to the 1980 census for the population 60 years and over, 74 percent are living in urban areas and 26 percent in rural areas.

In terms of ACTION's programs in Foster Grandparents, we have 43 percent in urban areas and 57 percent in rural areas; for Senior Companions, 34 percent in urban areas and 66 percent in rural areas; RSVP, 54 percent urban and 46 percent rural. So we certainly exceed the national average there.

Are there additional barriers to developing programs in rural areas? Are there additional costs involved? Certainly there are. Transportation is probably the paramount cost, and we do factor this in when we are providing new monies or augmentation grants so that the rural communities are able to have the resources they need to carry out the programs.

There is no question that it is more expensive to deliver services in rural areas, but that has not hindered us in reaching forward to these communities.

Mr. GRANDY. I am curious if in increasing your administrative budget we are in a sense increasing the option for outreach to these rural areas as well?

Ms. ALVARADO. We certainly would because one of the impediments we have had with the limited support budget has been the inability of the staff to travel. They have only been able to conduct one monitoring visit for 50 percent of our projects. Fifty percent

have not been visited, and this doesn't include the necessary outreach to areas——

Mr. GRANDY. I am sure you are aware this is a common problem that rural communities have had—sometimes not knowing how to apply and not being as familiar with the criteria for the application as larger communities. They don't have the support groups in those communities with the technical expertise.

Mr. Chairman, could I proceed for another question?

Mr. KILDEE. Yes.

Mr. GRANDY. There has been a proposal made to eliminate the position of Associate Director of the Domestic and Anti-Poverty Operations.

There has also been, I believe, a suggestion that the positions of Director of the Older American Programs and VISTA be elevated to presidential appointments.

Is your agency taking a position on this?

Ms. ALVARADO. We are. I will ask the deputy director to respond to this because if this provision were to go into effect, she would have 19 managers reporting directly to her as their first-line superior.

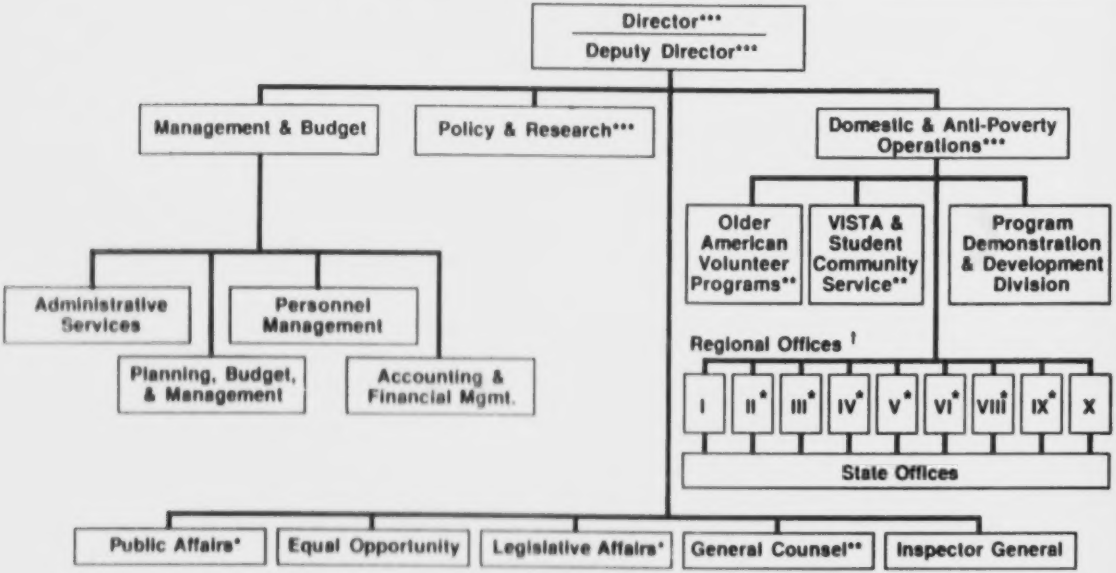
Ms. KENNY. Congressman, the position of the Administration is that we definitely would be opposed to this provision and I can speak from first-hand experience what the disadvantages would be.

What I would like to provide for the record to the committee is an organization chart which shows our current organizational structure.

Mr. KILDEE. That will be made part of the record.

[The information follows:]

Agency Organization Structure



*** Presidential Appointee ** SES Non-Career Position * Schedule C Position

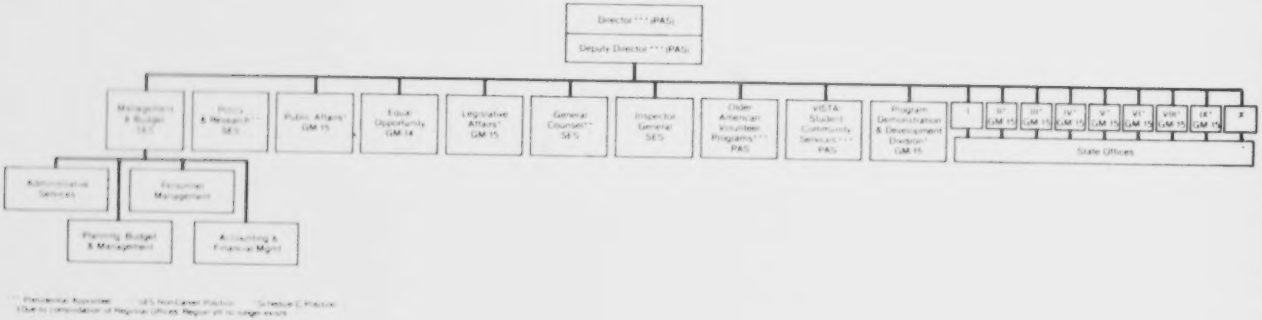
†Due to consolidation of Regional Offices, Region VII no longer exists.

Ms. KENNY. Also an organizational chart which reflects the proposal as the Congressman just described.

Mr. KILDEE. Any submission you wish to make will be made part of the record without objection.

[The information follows:]

Proposed Agency Organization Structure



Ms. KENNY. As the chart illustrates, there will be as a result of this proposal 19 office heads who would report directly to the deputy of the Agency. I would, in effect, be their first-line supervisor.

From a management standpoint, I believe strongly that this is not the route to go. That there would be a disproportionate span of control situation here and the number of subordinates reporting directly to me would be inappropriate.

As our current structure is set up, the management and budget operations come under the jurisdiction of the current Associate Director, Roland Goodman, and I as Acting Associate Director of Domestic Operations handle the operations in the field.

I think that is an appropriate distribution. I think the grade level of the individuals serving in those positions is appropriate as it now stands and I would strongly recommend that we retain the current organizational structure and distribution of authority and responsibility as it is now placed in the current positions within the Agency.

Mr. GRANDY. Mr. Chairman, if it is a presidential appointment, the Senate has to agree to this, correct?

Mr. KILDEE. Yes.

Mr. GRANDY. In other words, I hope you don't have a drinking problem. [Laughter.]

Ms. KENNY. For the record, sir, I don't drink at all except for Diet Coke.

Mr. GRANDY. Thank you, Mr. Chairman.

Mr. KILDEE. Ms. Unsoeld.

Ms. UNSOELD. No questions.

Mr. KILDEE. Another new Member of Congress and new Member of the subcommittee, but not new to government is Glenn Poshard from Illinois, who served in the State senate there. We are happy to have him on this subcommittee.

Glenn, do you have any questions or observations? None. I will go back to my second round and ask another question.

You may be aware that Senator Nunn has introduced legislation to create a senior volunteer program independent of the ACTION agency that would provide a stipend of $4 or $5 per hour to volunteers, providing many of the same services now provided by OAVP volunteers.

What do you see as the possible impact on ACTION programs should this legislation be enacted? Have you been made aware of that legislation?

Ms. ALVARADO. I have knowledge of the general parameters but I would like to defer specific comment for the record so that I would be able to look at that closely and ensure that we were able to come forward with an appropriate administration response.

Mr. KILDEE. That will be fine with us. As a matter of fact, without objection I will submit some additional questions for you to answer for the record.

[The information follows:]

The "Citizenship and National Service Act of 1989" (S. 3/HR660) sponsored by Senator Sam Nunn and Representative Dave McCurdy establishes a Senior Corps in Title II. The legislation does not appear to acknowledge any competing programs

within the ACTION agency such as Retired Senior Volunteer Programs (RSVP), Foster Grandparents (FGP) and Senior Companions (SCP). Volunteers in the Senior Corps may receive an hourly wage, yet to be specified, but projected by some to be five dollars.

With regard to the ACTION Older American Programs, RSVP Volunteers devote their time and energy for no remuneration or stipend. FGP and SCP are means-tested programs which offer their low-income volunteers a stipend of $2.20 per hour.

Although the Senior Corps does not directly affect ACTION's programs, it has the potential of drawing from our current and potential pool of senior volunteers.

Mr. GRANDY. One more, Mr. Chairman, if I could. This was occasioned by what you were talking about, the problems with transportation in rural areas and specific kinds of problems.

Is that an argument for earmarking any funds? We sometimes get into this and did when we were reauthorizing the Older Americans Act last year.

Is there an agency position on earmarking funds for special emphasis areas and what effect would this have on existing programs?

Ms. ALVARADO. We would be opposed to earmarking specific emphasis areas or specific geographical distributions. We feel as the statistics would indicate that we have done a good job in ensuring good geographical distribution. That will continue to be a priority for the agency, and therefore feel it is unnecessary and counterproductive to have specific set-asides directed within the legislative process.

Our basic philosophy, and the important ingredient in what has made the ACTION program so successful at the local community level, is that we believe as much flexibility as possible should be given to the local communities to identify what their priorities are, whether it is in programming literacy, drug abuse prevention, homebound elderly needs, these communities know what their priorities are better than we do. So we would advocate giving them the flexibility to determine that.

At the same time we recognize that a large number of individuals and organizations have been very concerned about the problem of illiteracy, about the problem of substance abuse, about the problems of homebound elderly, and at the national level, the agency has reinforced their capacity to address these needs by providing appropriate training to project directors.

We anticipate that, with the levels of funding we are requesting for 1990, the agency would be able to carry that out. But earmarking special emphasis areas, I feel would be detrimental to the flexibility we would like the local communities to have to address their needs.

We give technical assistance and training in those areas of greatest concern to the nation at large. We feel that is a role for the ACTION agency to perform, but we do not recommend specific appropriations set-asides because the needs are constantly changing.

Mr. GRANDY. Could you comment a little bit about the eligibility of applications what the criteria are when you make a grant to the ACTION agency? Is there a standard application when an organization wants to apply for funds? Is there a kind of standardized eligibility, certain things that you require when an organization makes one of these requests?

Ms. ALVARADO. I will ask Ms. Kenny to respond in more detail, but the answer is yes. We do have standardized applications. We do

have regulations which mirror the legislative intent and parameters in the Older American Volunteer Program.

Mr. GRANDY. Could you make those available for the record?

Ms. ALVARADO. Yes.

OMB Approval #3001-0069
Expires December 30, 1989

PROJECT GRANT APPLICATION*
OLDER AMERICAN VOLUNTEER PROGRAMS

*For use by prospective and existing sponsors of all OAVP programs including Foster Grandparent Program, Retired Senior Volunteer Program, and Senior Companion Program. Please follow instructions in the appropriate Operations Handbook available through ACTION State Program Offices. Please prepare a signed application and 2 copies for your submission. The submission of a grant application does not assure the receipt of a grant award.

ACTION Form No. A-1424

FEDERAL ASSISTANCE

1 TYPE OF SUBMISSION (Mark appropriate box) ☐ NOTICE OF INTENT (OPTIONAL) ☐ PREAPPLICATION ☐ APPLICATION

2 APPLICANT'S APPLICATION IDENTIFIER — a NUMBER; b DATE (Year month day) 19

3 STATE APPLICATION IDENTIFIER (NOTE: TO BE ASSIGNED BY STATE) — a NUMBER; b DATE ASSIGNED (Year month day) 19

Leave Blank

SECTION I - APPLICANT/RECIPIENT DATA

4 LEGAL APPLICANT/RECIPIENT
a Applicant Name
b Organization Unit
c Street/P.O. Box
d City
e County
f State
g ZIP Code
h Contact Person (Name)
i Telephone No.)

5 EMPLOYER IDENTIFICATION NUMBER (EIN)

6 PROGRAM — a NUMBER ☐☐☐☐☐☐ MULTIPLE ☐; b TITLE

7 TITLE OF APPLICANT'S PROJECT (Use section IV of this form to provide a summary description of the project.)

8 TYPE OF APPLICANT/RECIPIENT (A State; B Independent; C Subdivision (Organization); D County; E City; F Other (Specify); G Special Purpose District; H Federally Recognized Indian Tribe; I Nonprofit Educational Institution; J Private Firm; K Other (Specify)) (Enter appropriate letter) ☐

9 AREA OF PROJECT IMPACT (Names of cities, counties, states, etc.)

10 ESTIMATED NO. OF PERSONS BENEFITTING

11 TYPE OF ASSISTANCE (A New; B Supplemental (Amd.); C Revision (Amd.); D Continuation; E Other (Specify)) ☐☐

12 PROPOSED FUNDING

a FEDERAL	$ .00
b APPLICANT	.00
c STATE	.00
d LOCAL	.00
e OTHER	.00
f Total	$ .00

13 CONGRESSIONAL DISTRICT OF — a APPLICANT; b PROJECT

14 TYPE OF APPLICATION (A New; B Revision; C Continuation; D Augmentation; E Other (Specify)) (Enter appropriate letter) ☐

15 PROJECT START DATE (Year month day) 19

16 PROJECT DURATION (Months)

17 TYPE OF CHANGE (For A or B, enter: A Increase Award; B Decrease Award; C Increase Duration; D Decrease Duration; E Cancellation; F Other (Specify)) (Enter appropriate letter) ☐☐

18 DATE DUE TO FEDERAL AGENCY ▶ (Year month day) 19

19 FEDERAL AGENCY TO RECEIVE REQUEST
a ORGANIZATIONAL UNIT (IF APPROPRIATE)
b ADMINISTRATIVE CONTACT (IF KNOWN)
c ADDRESS

20 EXISTING FEDERAL GRANT IDENT NO.

21 REMARKS ADDED ☐ Yes ☐ No

SECTION II - CERTIFICATION

22 THE APPLICANT CERTIFIES THAT ▶ To the best of my knowledge and belief, data in this preapplication/application are true and correct, the document has been duly authorized by the governing body of the applicant and the applicant will comply with the attached assurances if the assistance is approved.

a YES. THIS NOTICE OF INTENT/PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON DATE

b NO. PROGRAM IS NOT COVERED BY E.O. 12372 ☐ OR PROGRAM HAS NOT BEEN SELECTED BY STATE FOR REVIEW ☐

23 CERTIFYING REPRESENTATIVE — a TYPED NAME AND TITLE; b SIGNATURE

24 APPLICATION RECEIVED (Year month day) 19

25 FEDERAL APPLICATION IDENT. NO.

26 FEDERAL GRANT IDENTIFICATION

SECTION III - FEDERAL AGENCY ACTION

27 ACTION TAKEN (a AWARDED; b REJECTED; c RETURNED FOR AMENDMENT; d RETURNED FOR E.O. 12372 SUBMISSION BY APPLICANT TO STATE; e DEFERRED; f WITHDRAWN)

28 FUNDING

a FEDERAL	$	.00
b APPLICANT		.00
c STATE		.00
d LOCAL		.00
e OTHER		.00
f Total	$	.00

29 ACTION DATE ▶ (Year month day) 19

30 CONTACT FOR ADDITIONAL INFORMATION (Name and telephone number)

31 STARTING DATE (Year month day) 19

32 ENDING DATE (Year month day) 19

33 REMARKS ADDED ☐ Yes ☐ No

GENERAL INSTRUCTIONS

This is a standard form used by applicants as a required facesheet for preapplications and applications submitted in accordance with OMB Circular A-102. It will be used by Federal agencies to obtain applicant certification that States which have established a review and comment procedure in response to Executive Order 12372, and have selected the program to be included in their process have been given an opportunity to review the applicant's submission.

APPLICANT PROCEDURES FOR SECTION I

Applicant will complete all items in Section I with the exception of Box 3, "State Application Identifier." If an item is not applicable, write "NA." If additional space is needed, insert an asterisk "*," and use Section IV. An explanation follows for each item.

Item

1 Mark appropriate box. Preapplication and application are described in OMB Circular A-102 and Federal agency program instructions. Use of this form as a Notice of Intent is at State option. Federal agencies do not require Notices of Intent.

2a Applicant's own control number, if desired.

2b Date Section I is prepared (at applicant's option).

3a Number assigned by State.

3b Date assigned by State.

4a-4b Legal name of applicant, name of primary organizational unit which will undertake the assistance activity, complete address of applicant, and name and telephone number of the person who can provide further information about this request.

5 Employer Identification Number (EIN) of applicant as assigned by the Internal Revenue Service.

6a Use Catalog of Federal Domestic Assistance (CDFA) number assigned to program under which assistance is requested. If more than one program (e.g., joint funding) check "multiple" and explain in Section IV. If unknown, cite Public Law or U.S. Code.

6b Program title from CFDA. Abbreviate if necessary.

7 Use Section IV to provide a summary description of the project. If appropriate (i.e., if project affects particular sites as, for example, construction or real property projects), attach a map showing the project location.

8 "City" includes town, township or other municipality.

9 List only largest unit or units affected, such as State, county or city.

10 Estimated number of persons directly benefiting from project.

11 Check the type(s) of assistance requested.

A Basic Grant--an original request for Federal funds.

B Supplemental Grant--a request to increase a basic grant in certain cases where the eligible applicant cannot supply the required matching share of the basic Federal program (e.g., grants awarded by the Appalachian Regional Commission to provide the applicant a matching share).

E Other. Explain in Section IV.

12 Amount requested or to be contributed during the first funding/budget period by each contributor. Value of in-kind contributions should be included. If the action is a change in dollar amount of an existing grant (a revision or augmentation under item 11), indicate only the amount of change. For decreases, enclose the amount in parentheses. If both basic and supplemental amounts are included, breakout in Section IV. For multiple program funding, use totals and show program breakouts in Section IV. 12a--amount awarded by Federal Government. 12b--amount applicant will contribute. 12c--amount from State, if applicant is not a State. 12d--amount from local government, if applicant is not a local government. 12e--amount from any other sources, explain in Section IV.

13b The district(s) where most of action work will be accomplished. If city-wide or State-wide, covering several districts, write "city-wide" or "State-wide."

14 A New. A submittal for project not previously funded.

B Renewal. An extension for an additional funding/budget period for a project having no projected completion date, but for which Federal support must be renewed each year.

C Revision. A modification to project nature or scope which may result in funding change (increase or decrease).

D Continuation. An extension for an additional funding/budget period for a project with a projected completion date.

E Augmentation. A requirement for additional funds for a project previously awarded funds in the same funding/budget period. Project nature and scope unchanged.

15 Approximate date project expected to begin (usually associated with estimated date of availability of funding).

16 Estimated number of months to complete project after Federal funds are available.

17 Complete only for revisions (item 14c), or augmentations (item 14e).

18 Date preapplication/application must be submitted to Federal agency in order to be eligible for funding consideration.

19 Name and address of the Federal agency to which this request is addressed. Indicate as clearly as possible the name of the office to which the application will be delivered.

20 Existing Federal grant identification number if this is not a new request, and directly relates to a previous Federal action. Otherwise, write "NA."

21 Check appropriate box as to whether Section IV of form contains remarks and/or additional remarks are attached.

APPLICANT PROCEDURES FOR SECTION II

Applicants will always complete either item 22a or 22b and items 23a and 23b.

22a Complete if application is subject to Executive Order 12372 (State review and comment).

22b Check if application is not subject to E.O. 12372.

23a Name and title of authorized representative of legal applicant.

FEDERAL AGENCY PROCEDURES FOR SECTION III

Applicant completes only Sections I and II. Section III is completed by Federal agencies.

26 Use to identify award actions.

27 Use Section IV to amplify where appropriate.

28 Amount to be contributed during the first funding/budget period by each contributor. Value of in-kind contributions will be included. If the action is a change in dollar amount of an existing grant (a revision or augmentation under item 11), indicate only the amount of change. For decreases, enclose the amount in parentheses. If both basic and supplemental amounts are included, breakout in Section IV. For multiple program funding, use totals and show program breakouts in Section IV. 28a--amount awarded by Federal Government. 28b--amount applicant will contribute. 28c--amount from State, if applicant is not a State. 28d--amount from local government, if applicant is not a local government. 28e--amount from any other sources, explain in Section IV.

29 Date action was taken on this request.

30 Date funds will become available.

31 Name and telephone number of agency person who can provide more information regarding this assistance.

32 Date, after which funds will no longer be available for obligation.

33 Check appropriate box as to whether Section IV of form contains Federal remarks and/or attachment of additional remarks.

37

PART II
PROJECT APPROVAL INFORMATION

Item 1.

Does this assistance request require State, local, regional, or other priority rating?

_____ Yes _____ No

Name of Governing Body _____
Priority Rating _____

Item 2.

Does this assistance request require State, or local advisory, educational or health clearances?

_____ Yes _____ No

Name of Agency or Board _____

(Attach Documentation)

Item 3.

Does this assistance request require State, local, regional or other planning approval?

_____ Yes _____ No

Name of Approving Agency _____
Date _____

Item 4.

Is the proposed project covered by an approved comprehensive plan?

_____ Yes _____ No

Check one: State ( )
Local ( )
Regional ( )

Location of Plan _____

Item 5.

Will the assistance requested serve a Federal installation?

_____ Yes _____ No

Name of Federal installation _____
Federal Population benefiting from Project _____

Item 6.

Will the assistance requested be on Federal land or installation?

_____ Yes _____ No

Name of Federal Installation _____
Location of Federal Land _____
Percent of Project _____

Item 7.

Will the assistance requested have an impact or effect on the environment?

_____ Yes _____ No

See instructions for addtional information to be provided.

Item 8.

Will the assistance requested cause the displacement of individuals, families, businesses or farms?

_____ Yes _____ No

Number of:
Individuals _____
Families _____
Businesses _____
Farms _____
_____

Item 9.

Is there other related assistance on this project previous, pending, or anticipated?

_____ Yes _____ No

See instructions for additional information to be provided

INSTRUCTIONS FOR PAGE 5

Part II

Negative answers will not require an explanation unless the Federal agency requests more information at a later date. Provide supplementary data for all "Yes" answers in the space provided in accordance with the following instructions.

Item 1—Provide the name of the governing body establishing the priority system and the priority rating assigned to this project.

Item 2—Provide the name of the agency or board which issued the clearance and attach the documentation of status or approval.

Item 3—Furnish the name of the approving agency and the approval date.

Item 4—Show whether the approved comprehensive plan is State, local or regional, or if none of these, explain the scope of the plan. Give the location where the approved plan is available for examination and state whether this project is in conformance with the plan.

Item 5—Show the population residing or working on the Federal installation who will benefit from this project.

Item 6—Show the percentage of the project work that will be conducted on federally-owned or leased land. Give the name of the Federal installation and its location.

Item 7—Describe briefly the possible beneficial and harmful impact on the environment of the proposed project. If an adverse environmental impact is anticipated, explain what action will be taken to minimize the impact. Federal agencies will provide separate instructions if additional data is needed.

Item 8—State the number of individuals, families, businesses, or farms this project will displace. Federal agencies will provide separate instructions if additional data is needed.

Item 9—Show the Federal Domestic Assistance Catalog number, the program name, the type of assistance, the status and the amount of each project where there is related previous, pending or anticipated assistance. Use additional sheets, if needed.

PART III–BUDGET INFORMATION

SECTION A–BUDGET SUMMARY

Grant Program, Function or Activity (a)	Federal Catalog No. (b)	Estimated Unobligated Funds		New or Revised Budget		
		Federal (c)	Non-Federal (d)	Federal (e)	Non-Federal (f)	Total (g)
1.		$	$	$	$	$
2.						
3.						
4.						
5. TOTALS		$	$	$	$	$

SECTION B–BUDGET CATEGORIES

6. Object Class Categories	Federal		Non-Federal		Total
	Vol. Suppt. Expenses	Volunteer Expenses	Vol. Suppt. Expenses	Volunteer Expenses	
a. Personnel					
b. Fringe Benefits					
c. Travel					
d. Equipment					
e. Supplies					
f. Contractual Services					
g. Construction					
h. Other					
i. Total Direct Charges					
j. Indirect Charges					
k. TOTALS	$	$			$
7. Program Income	$	$			$

SECTION C–NON-FEDERAL RESOURCES

(a) Grant Program	(b) APPLICANT	(c) STATE	(d) OTHER SOURCES	(e) TOTALS
8.	$	$	$	$
9.				
10.				
11.				
12. TOTALS	$	$	$	$

SECTION D–FORECASTED CASH NEEDS

	Total for 1st Year	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
13.	$	$	$	$	$
14.					
15. TOTALS	$	$	$	$	$

SECTION E–BUDGET ESTIMATES OF FEDERAL FUNDS NEEDED FOR BALANCE OF THE PROJECT

(a) Grant Program	FUTURE FUNDING PERIODS (YEARS)			
	(b) FIRST	(c) SECOND	(d) THIRD	(e) FOURTH
16.	$	$	$	$
17.				
18.				
19.				
20. TOTALS	$	$	$	$

SECTION F–OTHER BUDGET INFORMATION

(Attach Additional Sheets if Necessary)

21. Direct Charges:

22. Indirect charges: a. Indirect rate type:
☐ Provisional ☐ Predetermined ☐ Final ☐ Fixed
b. Attach current negotiated agreement with name of Federal agency and date:
c. Based on ☐ S&W ☐ TADC Base: Rate: %
23. Remarks:

PART IV PROGRAM NARRATIVE (Attach per instruction)

INSTRUCTIONS FOR PART III, BUDGET INFORMATION

General Instructions

In preparing the budget, adhere to existing ACTION guidelines which prescribe how and whether budgeted amounts should be separately shown for different functions or activities within the project. For some projects, ACTION may require budgets to be separately shown by function or activity. For other projects, breakdown by function or activity may not be required. Sections A, B, C and D should include budget estimates for the whole project except when applying for assistance which requires Federal authorization in annual or other funding period increments. In the latter case, Sections A, B, C and D should provide the budget for the first budget period (usually a year) and Section E should present the need for Federal assistance in the subsequent budget periods. All applications should contain a breakdown by the object class categories shown in Section B. Note: Section B must be completed prior to preparation of Sections A through F of Part III.

SECTION A. Budget Summary

Lines 1—4, Columns (a) and (b)

In column (a) enter the title of the ACTION program for which you are applying, as listed in the Catalog of Federal Domestic Assistance, such as FGP, RSVP, VISTA, etc.

In column (b) enter the Federal Catalog number corresponding to that program. If not listed in the Catalog of Federal Domestic Assistance, leave columns (a) and (b) blank.

Lines 1—4, Columns (c) through (g)

For new applications, leave Columns (c) and (d) blank. For each line entry in Columns (a) and (b), enter in Columns (e), (f), and (g) the appropriate amounts of funds needed to support the project for the first funding period (usually a year).

For continuing grant project applications, submit these forms before the end of each funding period as required by ACTION. Enter in Columns (c) and (d) the estimated amounts of funds to be carried over from the current budget period.

Line 5—Show the totals for all columns used.

SECTION B. Budget Categories

NOTE: A DETAILED NARRATIVE, IDENTIFYING FULLY AND JUSTIFYING EACH LINE ITEM AND COST INCLUDED IN THE BUDGET, MUST ACCOMPANY SECTION B.

1. VOLUNTEER SUPPORT EXPENSES

A. SPONSOR PERSONNEL EXPENSES. (Persons currently employed or to be employed by applicant organization). Enter the total amount of Federal and non-Federal funds estimated for salaries and wages of each individual of the applicant's staff who will be charged to the grant project.

B. FRINGE BENEFITS. List the Fringe Benefits and Total Cost dollars in ratio to the percentage of time spent on the project.

C. SPONSOR STAFF TRAVEL EXPENSES. This item is only for staff as listed under Sponsor Personnel in A above. Any travel in this item must be for the purpose of supporting grant activities as described in the application. Any anticipated travel away from the project site should be explained in full, along with cost calculation.

D. EQUIPMENT. Attach itemized list.

E. SUPPLIES. Self Explanatory.

F. CONTRACTUAL SERVICES. Includes consultant's costs.

G. CONSTRUCTION. ACTION grants ordinarily are not appropriate for construction costs. If construction costs are involved, give full and complete narrative explanation, including itemization of material costs.

H. OTHER. Include the total of all other budget items not included in A through G, above. Attach itemized list.

I. TOTAL DIRECT CHARGES. Enter total Volunteer Support Expenses listed in A through H.

J. INDIRECT CHARGES. If applicable, enter total indirect charges applicable to Volunteer Support Expenses. Explain rate and base in Section F and attach supporting documentation for overhead rate.

K. TOTALS. Enter the sum of the Total Direct Charges plus the Indirect Charges applicable to Volunteer Support Expenses.

2. VOLUNTEER EXPENSES

A. VOLUNTEER PERSONNEL EXPENSES. Enter the total cost of Stipends and allowances that are paid directly to volunteers.

B. FRINGE BENEFITS. Enter the cost of Fringe Benefits such as Volunteer Meals, Insurance, FICA, Uniforms, Physical Exams, Recognition, etc. Itemize the costs in narrative explanation.

C. TRAVEL. List all volunteer transportation costs including the costs of vehicles, leased or purchased, insurance, maintenance costs applicable to those vehicles, and drivers' salaries and fringe benefits chargeable to the grant. Attach an itemized list.

D. EQUIPMENT. Attach itemized list.

E. SUPPLIES. Self Explanatory.

F. CONTRACTUAL SERVICES. Self Explanatory.

G. CONSTRUCTION.

H. OTHER. Includes the total of all other budget items not included in A through G, above. Include VISTA and UYA volunteer training in this line. Volunteers' training costs include pre-service lodging and per diem, in-service training and costs to attend conferences. Does not include training materials included in 1 H, above.

I. TOTAL DIRECT CHARGES. Enter total Volunteer Expenses listed in A through H.

J. INDIRECT CHARGES. If applicable, enter total indirect charges applicable to Volunteer Expenses. Explain rate and base in Section F and attach supporting documentation for overhead rate.

K. TOTALS. Enter the sum of the Total Direct Charges plus the indirect Charges applicable to Volunteer Expenses.

Line 7—Program Income

ACTION grants do not generate income; therefore, enter zero on the line.

SECTION C. Non-Federal Resources

Lines 8—11

Enter amounts of non-Federal resources that will be used on the grant.

Column (a)—Enter the program's titles identical to Column (a), Section A. A breakdown by function or activity is not necessary.

Column (b)—Enter the total cash and in-kind contributions to be made by the applicant as shown in Section A.

Column (c)—Enter the State contribution if the applicant is not a State or State agency. Applicants who are a State or State agencies should leave this column blank.

Column (d)—Enter the amount of cash and in-kind contributions to be made from all other sources.

Column (e)—Enter totals of column (b), (c), and (d).

Line 12—Enter the total for each of columns (b)—(e). The amount in column (e) should be equal to the amount on line 5, column (f), Section A.

SECTION D. Forecasted Cash Needs (Required only of new grant applicants)

Line 13—Enter the amount of cash needed in total for the first year and by quarter during the first year.

Line 14—Enter the amount of cash and in-kind contributions needed in total for the first year and by quarter during the first year.

Line 15—Enter the totals of amounts on lines 13 and 14.

SECTION E. Budget Estimates of Federal Funds Needed for Balance of the Project.

Lines 16-19—Enter in column (a) the same grant program titles shown in column (a), Section A. A breakdown by function or activity is not required. For new applications and continuing grant applications, enter in the proper columns amounts of Federal funds which will be needed to complete the program or project over the succeeding funding periods (usually in years). This Section need not be completed for amendments, changes or supplements to funds for the current year of existing grants. If more than four lines are needed to list the program titles, submit additional schedules as necessary.

Line 20—Enter the total for each of the columns (b)—(e). When additional schedules are prepared for this Section, annotate accordingly and show the overall totals on this line.

SECTION F—Other Budget Information

Line 21—Use this space to explain amounts for individual direct object cost categories that may appear to be out of the ordinary or to explain the details as required by ACTION.

Line 22a—Enter the type of indirect rate (Provisional, Predetermined, Final or Fixed) that will be in effect during the fund period.

B. Self explanatory.

C. Enter the type of base—Salary and Wages or Total Direct Cost, the estimated amount of the base, and the rate to be applied.

Line 23—Provide any other explanations required herein or any other comments deemed necessary.

IV. PROJECT NARRATIVE

SECTION A – BACKGROUND INFORMATION

1. Briefly describe in general terms the sponsoring organization's purpose and major program activities, if not previously specified, and, as appropriate, identify the largest unit of state/local government or nonprofit multi-purpose organization with which the sponsor is affiliated.

EXAMPLE: The Millwood Bureau of Aging is a subdivision of the Millwood County Human Resources Administration. The Bureau's major functions are to provide coordination and technical assistance to other public and private agencies dealing with aging problems, to act as a clearinghouse for information on aging services within the community and to administer the Title III Nutrition Grant.

Brief description:

2. When was your organization established?

3. How many members are on the governing body?

4. Total financial resources of applicant, if private non-profit organization:

a. Current Annual Funding Level _____

Source of Funds	Dollar Amount:	
Federal	_____	Name of Agency(ies): _____
State	_____	
Local Government	_____	
Other (Specify)	_____	

Are any of your resources presently provided by ACTION?

Will there be a major change in your funding level over the next twelve months? If so, please explain.

5. Documentation

a. New Applications—if private non-profit organization:

- Copy of articles of incorporation.
- Tax exempt status; either IRS determination or copy of application to IRS for exemption.
- A statement, certified by a CPA or Public Accountant (dated within the previous six months) that the organization's accounting system is capable of accurately accounting for and safeguarding Federal funds.

b. Renewals:

- Proof that the charter of incorporation remains valid (non-profit only).
- For grants that have been in operation with ACTION funding for at least two years, certification by the grantee that their accounting system has been audited within that period.

SECTION A – BACKGROUND INFORMATION
(Continued)

6. **How would your proposed project fill a specific need, one not being addressed by other organizations?**

Clearly identify the proposed service area(s) in geographic terms, i.e. city, town, county, etc.

Include information on appropriate senior population of project service area. For FGP, also include population information on children with exceptional and special needs.

Renewals: No submission is necessary if no change has occurred. Check box to indicate no change. ☐

7. **List the names of public agencies and private nonprofit organizations which have expressed a willingness to utilize volunteer assistance. New applications: attach letters of support from potential volunteer stations. Renewals: attach summary of volunteer stations, listing name of station, number of volunteers to be placed, kind of station, and brief description of volunteer services provided in each station. SCP: Attach copies of all current Memoranda of Understanding. FGP sponsors are requested to identify the kinds of disabilities or special needs of the children to be served.**

SECTION B – PROJECT MANAGEMENT

1. **Attach a chart which shows all major organizational components of the sponsoring organization; include the proposed project staff and its reporting relationship to the sponsoring organization. (For more complex, multipurpose organizations, include separate organizational charts for the project and the sponsoring organization.) Show how the proposed Advisory Council will function independently of the sponsor's Board of Directors. Attach list of current Board of Directors showing their name, address and organizational or community affiliation.**

   Check here ☐ **if you have attached the requested charts and list.**

2. **Attach the job description of the project director, the person who will have the major responsibility for managing this project on day-to-day basis. Note: ACTION must concur on selection of the Project Director. When the Project Director is nominated, forward the resume to the ACTION State Office.**

   Check here ☐ **if you have attached the job description**
   Renewals: No submission is needed if position description has not changed.
   Check box to indicate no change. ☐

3. Describe plans for the daily supervision of volunteers. (Please do not give names of persons.)
   Renewals: No submission is necessary if no change has occurred. Check box to indicate no change. ☐

4. Describe here, or attach, sponsor plan for volunteer orientation.
   Renewals: No submission, is necessary if no change has occurred. Check box to indicate no change. ☐

SECTION B – PROJECT MANAGEMENT
(Continued)

5. **Identify applicant's plan to meet the transportation needs of volunteers and how these will be or are being met. The full variety of means should be reviewed with respect to costs and availability. Consider: public transportation, vans or minibuses, school buses, charter buses, car pools and taxis.**

6. Explain what provision or arrangements the sponsoring organization will make for volunteer meals and insurance. Describe plans for providing FGP and SCP physical examinations. Renewals: No submission is necessary if no change has occurred. Check box to indicate no change. ☐

7. Describe sponsor plans for creating or increasing public awareness of the project.

SECTION C – COMMUN TY INVOLVEMENT

1. **Identify how potential volunteers, or persons to b · served, or their representatives, were involved in the development of this application. Renewals: No submission is necessary if no change has occurred. Check box to indicate no ch ·nge.** ☐

2. **Specify the composition of the project's Advisory Council. Membership should reflect the population characteristics of this project service area and include volunteers, persons served or their surrogates and representatives from ethnic and minority communities, the handicapped, and community leaders. For renewal applications, attach a list of current members showing their organizational or community affiliation.**

3. **Describe sponsor plans for regular appraisal by the Advisory Council of the effectiveness of project management and of the progress of the project in meeting its goals and objectives. Renewals: Attach a copy of current Advisory Council evaluation.**

SECTION D – PROJECT WORK PLAN

The Project Work Plan outlines precisely what is to be accomplished, when it is to be accomplished, and an estimated achievement level against which progress is to be measured. The Work Plan is to be prepared in terms of Goals and Objectives. A GOAL is your intended annual achievement level for each major project activity. GOALS must be achievable, measurable, time-phased and generally long term in duration. OBJECTIVES are actions or steps leading to the achievement of a goal and must be achievable, measurable, time-phased and short term in duration.

DEVELOPMENT OF THE PROJECT WORK PLAN – First, identify your project's specific goals – the quantitative level of achievement you intend to attain by the end of the funded period. Second, outline on a quarterly basis the interim achievements to be attained or exceeded in order to assure that each goal will be met. The Project Work Plan should be a twelve month plan for all of the project activities below required by your program guidelines. Other activities may be outlined in the same manner to serve as a management guide, and for measuring progress.

The format on the following page is to be used in preparing the Project Work Plan. Attach as many reproduced copies as necessary to fully convey the goals and objectives. Begin by entering Goal #1 in column A, and then enter in column B the date when the goal will be accomplished. Return to column A and list your objectives, and in column B, the dates when the objectives will be completed, usually at quarterly intervals throughout the twelve month period beginning with the project funding start date.

GOAL #1 Volunteer Assignments – Plan a variety of volunteer assignments which are meaningful to the volunteers and which will address basic human needs of the community through specific volunteer stations. Basic objectives would be to (a) contact a given number of potential volunteer stations, (b) explain the program concept and their obligations in support of volunteers, (c) identify the basic human needs to be addressed by each volunteer station and develop volunteer assignments in response to each of those needs, and (d) complete a Memorandum of Understanding with each prospective volunteer station to define the working relationship between the sponsor project and the volunteer station. On-going projects will need to include an objective for annual update of existing Memoranda of Understanding.

Traditionally, ACTION identifies a number of project activities as program emphasis areas. These emphasis areas tend to be specific to each OAVP program and may change with time as national circumstances warrant. The ACTION State Offices will provide information on current emphasis areas for each OAVP program.

If volunteer assignments are expected to address any of these areas, the Project Work Plan should include specific goals and objectives relating to number of volunteer stations, numbers of volunteers to be assigned and volunteer hours to be generated in these areas. The Project Work Plan may also include developing assignments to meet local "program emphasis" areas such as transportation needs of seniors.

GOAL #2 Recruitment and Placement of Volunteers – Specify the number of volunteers to be recruited, oriented and placed, consistent with the number of volunteer station assignments already developed as well as those planned to be developed. Outline specific monthly or quarterly objectives. Develop a plan for periodic orientation sessions for newly-recruited volunteers, as well as a plan for in-service instruction for assigned volunteers. In addition, on-going projects may need to develop goals and objectives to decrease the number of inactive volunteers, to develop special assignments for retired professionals or other highly-skilled volunteers, etc.

The objectives relating to the number of volunteer hours to be generated in each of the eight basic human needs categories should be shown. RSVP only: Specific recruitment activities such as pre-Retirement Seminars may also be included.

GOAL #3 Project Advisory Council – The evolvement of a representative and well-developed Advisory Council must be one goal of the project. The sponsor should make every effort to attract persons to serve who can help guide the project by providing information and advice on community needs. Continuing objectives of advisory councils are the maintaining of permanent working subcommittees with regularly scheduled meetings, improvement in the project's local financial support, appraisal of project management efficiency and volunteer satisfaction with assignments, development of methods for recruitment of low-income and minority persons, arranging for publicity. – These are a few of the tasks of the project's advisory council.

GOAL #4 Volunteer Recognition – Public recognition ceremonies should be scheduled periodically to honor volunteers and other persons from the community for their services to the project. Objectives could include setting up an Advisory Council committee to consider where and when the ceremonies are to be held, determining which persons are to be honored, researching financing and fund-raising sources, scheduling contacts with community leaders and volunteer stations for their assistance.

GOAL #5 Management or Administrative Goals – In order for your Project Work Plan to serve as an effective management tool, administrative goals may be included relating to:

a. Public Awareness – Include such objectives as contacts with media, National Volunteer Week or Senior Citizens Month activities, project newsletters, slide shows, and recognition of special and disabled children, etc.

b. Generation of Local Support (both to meet projected commitment and for project expansion) – Includes project and Advisory Council activities as well as requests to local governments, United Way, private foundations, private sector, etc.

c. Volunteer Station Relationships – On-going projects may wish to write objectives for improving relations with volunteer stations, dealing with such areas as provision of assignment descriptions, training and broader opportunities for volunteers, increase in project support, station visits or contacts by staff or Advisory Council members.

SECTION D

PROJECT WORK PLAN FOR PERIOD _____ TO _____

Column A	Column B	Column C
GOALS AND OBJECTIVES OF PROJECT	Planned period of Work and Accomplishment	ACTUAL PROJECT ACCOMPLISHMENTS (This column to be completed only when submitting ACTION project progress report)

REGION: _____

FY'88 SCP NEW PROJECT GRANTS
REVIEW SHEET

APPLICANT: _____

CITY: _____ STATE: _____

REVIEWING OFFICE:

STATE _____ REGION _____ HEADQUARTERS _____

BUDGET INFORMATION:

FEDERAL SHARE _____

NON-FEDERAL SHARE _____

VbVs BUDGETED _____

Check Emphasis Area of the Applicants

_____ Acute Care

_____ Respite Care

_____ Homebound General

_____ Mental Health

_____ Substance Abuse

_____ Care of Terminally Ill

_____ Vision Impaired

_____ Alzheimer's

	EXCEL	GOOD	FAIR	WEAK
A. GENERAL CRITERIA	( )	( )	( )	( )
1. Exclusive project focus on service to the homebound elderly.				
2. Project located in areas with concentrations of the homebound elderly.	( )	( )	( )	( )
3. Project applications contain a minimum of two volunteer stations that conform to emphasis area categories.	( )	( )	( )	( )
B. Eligibility				
1. The sponsor has prior experience with health and social service programs that affect older persons.	( )	( )	( )	( )
C. Selection				
1. Goals and objectives are reasonable, feasible and measurable and reflect written criteria contained in NAFF (Notice of Availability of Federal Funds).	( )	( )	( )	( )

Comment(s): _____

_____

Comment(s): _____

_____

Comment(s): _____

_____

Comment(s): _____

_____

Comment(s): _____

_____

Comment(s): _____

_____

	EXCEL	GOOD	FAIR	WEAK
2. Volunteer station Letters of Intent that realistically reflect the number of SCs that can be placed, number of clients served and appropriate supervisory arrangements.	( )	( )	( )	( )

Comment(s): _____

_____

D. SCP Regulation Compliance

1. The Service Area is manageable and accessible in terms of volunteer recruitment, volunteer administrative support costs and the development of in-home assignments.	( )	( )	( )	( )

Comment(s): _____

_____

2. Proposed costs are allowable	( )	( )	( )	( )

Comment(s): _____

_____

3. Volunteer Direct Benefits are adequately justified and are at least 90% of the total Federal grant.	( )	( )	( )	( )

Comment(s): _____

_____

4. The non-Federal share is at least 10% of the total budget and reflects concrete local support commitments and plans to develop additional resources.	( )	( )	( )	( )

Comment(s): _____

_____

3

	EXCEL	GOOD	FAIR	WEAK
5. Transportation arrangements are adequate and appropriate to the service area.	( )	( )	( )	( )

Comment(s) _____

_____

6. Pre-service orientation objectives reflect reasonable and achievable time-frames. ( ) ( ) ( ) ( )

Comment(s) _____

_____

7. Realistic time-frames to recruit and organize an Advisory Council. ( ) ( ) ( ) ( )

Comment(s) _____

_____

8. Plans to conduct recognition ceremonies are described and scheduled. ( ) ( ) ( ) ( )

Comment(s) _____

_____

E. Program Elements

1. Capacity of potential volunteer stations to provide meaningful assignments that utilize the skills, training and life experiences of volunteers. ( ) ( ) ( ) ( )

Comment(s) _____

_____

4

	EXCEL	GOOD	FAIR	WEAK
2. Proportionate share of minority, handicapped and/or socially isolated older persons in the service area are fully discussed.	( )	( )	( )	( )

Comment(s) _____

_____

3. Appropriateness of home-bound elderly assignments emphasis areas.	( )	( )	( )	( )

Comment(s) _____

_____

F. Sponsor Responsibilities

1. Appropriateness of numbers of SCS to be recruited consistent with the low-income population of the service area.	( )	( )	( )	( )

Comment(s) _____

_____

2. Reasonable and achievable time-frames for recruitment and placement of companions.	( )	( )	( )	( )

Comment(s) _____

_____

G. OVERALL ASSESSMENT

EXCEL	GOOD	FAIR	WEAK
( )	( )	( )	( )

H. MAJOR STRENGTHS

Budget _____

_____

Sponsor _____

_____

Volunteer Assignments _____

_____

Volunteer Recruitment _____

_____

Mr. GRANDY. If you want to comment——

Ms. KENNY. I would reference the fact that last year when we had additional funds provided for the Senior Companions Program which resulted in the award of 44 new grants, we had a competitive process included in announcement in the Federal Register.

Our state offices provided assistance to all eligible applicants and there was a standardized application form which put heavy emphasis on the professional qualifications of the organizations applying.

There was a three-tiered process we used to ensure that we were giving very close scrutiny to the services that would be provided and to ensure that the recipients of the services would receive absolutely first-rate care provided through our volunteers.

Mr. GRANDY. And this is uniform whether you are in an urban or rural area?

Ms. KENNY. Yes. There is no distinction made.

Mr. KILDEE. Mr. Poshard.

Mr. POSHARD. Thank you, Mr. Chairman.

Forgive my ignorance about the way the program works from the Federal level to the local, but can a local agency at a community level apply for a grant directly to the Federal Government or are these flow-through funds through state agencies?

Ms. KENNY. It is a combination of both. For a Federal agency, we have a comparatively small amount of bureaucracy compared to, say, HHS. We have 47 state offices and they are able to provide technical assistance, as Congressman Grandy had mentioned, to local grass-roots organizations.

We have competitive grants that are published in the Federal Register. We also have unsolicited grants whereby organizations can apply without going through the competitive process.

Mr. POSHARD. I just completed a round of town meetings in my district. I represent a rural district in southern Illinois. I was amazed at the outcry from the senior citizens throughout my district, because the Federal flow-through monies that come through—we have an agency on the aged in the State of Illinois and then we have regional agencies which administer the state programs. By the time the money gets to the local level, about 35 percent of it goes to administration.

Is that typical of your program or is your program atypical in that sense, because these are important programs for the seniors and especially in the rural areas. They need all of that money for fundamental operations and 35 percent seems to be a high amount of administrative fees.

Ms. KENNY. On that point, Congressman, I don't think I could really comment because we are involved in what I would say is the final chapter of the distribution of the funds, not the first chapter.

I can tell you through the data we have as to where monies that have come in through the Older Americans Act have come into our programs, but percentagewise in comparison to where else they are going and what other agencies they are being funded through to get to the actual recipients, I can't comment.

I can comment on ours. We have in approximately 24,860 hours of volunteers, we are providing service and long-term care services at at risk older programs—they are directed primarily to chronologically homebound clients affiliated with area agencies on aging.

For example, the Michigan state agency on aging channeled $106,000 to the Detroit senior companion project to support respite services, but the other money I can't comment on.

Ms. ALVARADO. I have heard time and time again from senior citizen organizations and individuals that it is much easier for them to break into the ACTION arena than with the big departments that have major block and formula grants where they feel there is a lot of bureaucracy.

Because they develop a personal relationship with the ACTION staff person in their state an individual goes directly to them if they know of a good organization that wants to do good things for seniors. The ACTION staff encourage them to apply, give them technical assistance on how to fill out the grant proposal. That doesn't always happen with flow through funds.

In terms of administrative support compared to program dollars, at ACTION we have found that the ideal ratio is 20 percent for program administration to 80 percent program dollars within Federally appropriated funds.

Currently we are underfunded in the program administration area. We have about 17 percent and what we are asking for 1990 will get us up to 20 percent. The problem we have had is that filling vacancies in the states and providing support from headquarters has been hampered because our support dollars have been insufficient.

On the other hand, the problem has been exacerbated because our program dollars have continued to increase. The number of grants that we have has continued to go up since I have been there for four years, while staffing levels have gone down.

If we don't fix that, we won't have the capability to provide critical technical assistance. We won't have the capability to provide that outreach and only the big organizations who have the bureaucracy in place, who read the Federal Register, who have the money to hire grant writers, proposal writers, will be able to compete for our funds. We think that would be totally wrong and totally inconsistent with the mandate of this agency, which is to serve the grass-roots level community.

Mr. POSHARD. One more question. How is your program translated in terms of informational activities down to the local level? I don't even know whether there are any ACTION programs in my district, for instance.

How would someone in my district know about the ACTION program?

Ms. ALVARADO. Well, of course the first line there would be our state personnel who have the responsibility to be in contact with senior citizen organizations and with social service delivery systems within the state and within the local communities. But these offices are very small. There are usually four people in them when fully staffed and they are overextended.

In addition, we have a public affairs function within the agency which has, again, because of lack of resources, has not been able to do as much as we would like in that area, but we are able to put out national posters and informational brochures on our programs.

Finally we can sometimes suffer from something that is at once a curse, and a blessing: the fact that it is important the local organi-

zations receive the primary publicity and community support. The result can be that RSVP volunteers will frequently think of themselves as volunteers for the local homeless shelter, for example, rather than being an ACTION volunteer.

Certainly we aren't looking specifically for the credit as a funding source or national visibility as a Federal agency, but we do believe it is important to increase visibility for our specific programs such RSVP, FGP, and SCP. The primary ways of getting the word out are through our state offices with the support of the public affairs office at headquarters.

We do provide a briefing book for each Member of Congress on projects in their district, and we would be happy to provide you that and have a member of our Illinois staff talk to your district staff. Also, we would be pleased to escort you on site visits to become personally familiar with these programs.

Mr. POSHARD. Thank you.

Mr. KILDEE. If in my lifetime a member of my party ever gets elected President, and I am inclined to leave Congress, the one appointment I would like would be director of ACTION because I think it is a very important post and a post where you can really touch people's lives.

Ms. ALVARADO. Thank you. You would make a great director of ACTION.

Mr. KILDEE. Thank you for your testimony this morning. We will be submitting some other questions in writing.

Our first panel this morning will consist of Betty Pate Manley, president of the National Association of Foster Grandparent Directors, San Jose, California; Dwight Rasmussen, secretary treasurer, National Association of Senior Companion Directors, Salt Lake City, Utah; Winifred Dowling, president, National Association of RSVP Directors, El Paso, Texas; and Marian Williams, project director, RSVP, Dubuque, Iowa.

You may proceed in that order or any order you want.

STATEMENTS OF BETTY PATE MANLEY, PRESIDENT, NATIONAL ASSOCIATION OF FOSTER GRANDPARENT DIRECTORS; DWIGHT RASMUSSEN, SECRETARY TREASURER, NATIONAL ASSOCIATION OF SENIOR COMPANION DIRECTORS; WINIFRED DOWLING, PRESIDENT, NATIONAL ASSOCIATION OF RSVP DIRECTORS; AND MARIAN WILLIAMS, PROJECT DIRECTOR, RSVP

Ms. MANLEY. Thank you very much, Congressman Kildee, and other Members of the committee. I am Betty Pate Manley. I have been a director of the Foster Grandparent Program in Santa Clara County, California, for 16 years. I also have the honor of being the president of the National Association of Foster Grandparent Program Directors for the past three years, and we do represent a majority of the programs in the nation.

I have submitted a prepared statement for you which I ask be made a part of the record.

Mr. KILDEE. Without objection, it will become part of the record and you may summarize.

Ms. MANLEY. I have one more thing that I would like to request be made a part of the record. This is my own program's latest news

letter, and it has articles in it by the foster grandparents telling what the program means to them and their work with the children.

Mr. KILDEE. Without objection, it shall become part of the record.

Ms. MANLEY. Thank you.

I will go on then to highlight a few of the matters that I addressed in my written testimony. You will have to excuse me, I am a little nervous.

The first matter that I wanted to speak about was the suggestion that I have made that a provision be included in the reauthorization of the domestic volunteer act to mandate ACTION to undertake public awareness activities. Those activities have decreased a great deal in the last few years and what we have now is sporadic and infrequent.

We need posters, brochures, videos, slide presentations that are specific to each program and that depict our programs directly and appealingly to the local communities. We are badly in need of those things for recruitment purposes, for general information purposes to let the community know that we are there.

Another section on—a new section, to provide a program that would be of national significance and that is to place foster grandparents with special needs children in day care. There are many children in day care who do have special needs. We have large numbers of children who are developmentally delayed, we have family situations of silence, we have child abuse and neglect, in general lack of parenting skills, and situations of alcohol and/or drug abuse.

The grandparents can have a real impact on those children at such an early age, and I speak from experience. We have some foster grandparents in Moffet Field Naval Air Station Child Development Center in my county and the change in the children in the children is immediate because they are so young and so malleable. These are children who will be identified later in school as special needs children that our foster grandparents are serving in schools.

The third item is the need for a stipend increase. $2.20 an hour is getting to sound pretty low even to a low-income senior. I have seen many disappointed faces when I interview people. I try to tell them all the good things first and save that one. The stipend hasn't kept pace with inflation.

We have other programs coming along. I have heard of one that is paying $8 an hour, another in Connecticut paying $10 an hour. I think that if we do value the work of the foster grandparents as much as we say they do, and I know we do value it, that they certainly deserve a stipend raise.

Then the final measure I want to talk about is that we are asking you in Congress to consider including in the Domestic Volunteer Service Act a mechanism to provide an annual COLA to the programs. This is a subject that is very dear to my heart.

We have had years and years of no Federal increase until last year, when Congress gave us a COLA, which I thank you for from the bottom of my heart. And so, with inflation, that has been like a cut for us every year.

The reason I know that we had no increases is because the amount of money I got—was for our program, was $189,281—was

in the pathways of my brain. It never changed. I never had to change things. That was the good thing about it. I could almost tell where I was in the year by looking and seeing how much money I had spent. I would know if I were right on target.

Mr. KILDEE. Would you take the 51 percent proposed for Congress?

Ms. MANLEY. Do you know someone in Idaho wrote a letter to Congress about that and the Foster Grandparents signed it.

Mr. KILDEE. Good for you.

Ms. MANLEY. I was stuck. It made the bookkeeping a little easier. I was stuck with trying to figure out how to raise money to make up for this cost, this cost-of-living increase we didn't get because, of course, as we know, costs do go up.

I know that if we had a cost-of-living adjustment all along—and I do know there are Federal programs who get this—we would have avoided some of the problems that have come from not having a strong administrative system. For instance, I am not really serving the entire community. I am serving as I best can with the money that I have.

We have a number of Foster Grandparents in a school for handicapped children. As we move those children out, mainstream them, they literally beg me to send Foster Grandparents with them.

I did that for as long as I could, but I can no longer do that because I don't have the administrative structure to do it and don't have the transportation money to pay for those grandparents going to many different sites. I place them some place. They can get there on a bus.

Now, I don't want to deny our responsibility to raise the local share. I do think that sponsors and directors have a strong responsibility and, of course, the total grants do show that we have raised a great deal of money ourselves. But you may know that the required local match is 10 percent for the Foster Grandparent program. In my own program at the present time our match is 26 percent; and in the administration, our match is 40 percent. If it had not been for the COLA, it would have been up to 45 percent. That is why I am thanking you for the COLA.

I feel so strongly about this and I know how much programs are suffering. I hear this all the time from other directors.

My term as president will be up at the end of this year. If I can leave no other legacy, I would like the legacy to be that Congress would pass a COLA during my presidency of the national association.

Mr. KILDEE. Thank you very much.

[The prepared statement of Betty Pate Manley follows:]

TESTIMONY

Presented to

House of Representatives
Subcommittee on Human Resources
Committee on Education and Labor

February 24, 1989

Betty Pate Manley, President
National Association of
Foster Grandparent Program Directors
195 E. San Fernando Street
San Jose, California 95112

Mr. Chairman, Members of the Subcommittee, thank you for inviting me to testify today on the reauthorization of the Domestic Volunteer Service Act. My name is Betty Pate Manley. I am President of the National Association of Foster Grandparent Program Directors and Director of the Foster Grandparent Program in Santa Clara County, California, whose sponsor is Catholic Charities.

The National Association of Foster Grandparent Program Directors was formed in 1971. We represent a majority of the programs in the nation.

The purpose of this organization is to provide a unified body to deal with the concerns facing older Americans and to work together toward improvement of the Foster Grandparent Program and the betterment of life for the Foster Grandparents. I have included with my testimony a fact sheet on our association, and I ask that it be made part of the hearing record.

As you know the Foster Grandparent Program is nearly twenty-five years old, having begun in 1965 with twenty-one programs funded by the Office of Economic Opportunity. The Foster Grandparent Program is recognized as the first federally sponsored "intergenerational program," one benefitting both seniors and children. It is also one of the first "productive aging" programs -- which is a new term referring to programs that recognize and utilize the contributions that older persons can make to their communities.

The Foster Grandparents Program is much different today than when it started in 1965 as an income supplement program for low income seniors. When the first twenty-one Foster Grandparent Programs were initially funded, groups of Foster Grandparents (35-40) were placed in large institutional settings where they were assigned to provide one-to-one, ongoing and consistent relationships with mentally and/or physically impaired, emotionally disturbed or dependent and neglected youngsters. This, then, became the "traditional" type of program and remained so for several years with the senior volunteers, all of whom are low income, and sixty years of age or older, serving twenty hours per week, usually every morning, Monday through Friday. Management of the programs was fairly simple as a small staff could readily supervise the seniors assigned as they were in large groups within one or two volunteer stations.

There have been spectacular and exciting changes in the Foster Grandparent Program since those beginnings, and there are over 250 federally funded programs in operation today utilizing the talents and skills of over 18,000 foster grandparents. The program has gradually taken on a much broader, community-based structure. This has enabled foster grandparents to serve children with a wide range of special and/or exceptional needs

and has also served to demonstrate the true versatility of the senior volunteers and their ability to adapt to youngsters of all types, in a variety of setting and exhibiting many levels of behaviors.

As an example of the above, and using my own program in San Jose as demonstration of these changes, we currently have 85 foster grandparents placed in community settings in assignments that vary and include: working with teenage mothers and their small children, substance abusers, juvenile delinquents, run-away youth, abused and neglected children, infants born to addicted mothers and therefore addicted themselves, non-English speakers, and other children and youth who are non-literate for a variety of reasons.

These changes have brought with them many new challenges. Supervision that was adequate for groups of Foster Grandparents placed within one or two settings can no longer be effective when that same staff must cover the same, or an increasing number, of seniors assigned to 6 - 15 settings.

It is important to stress that the provision of good, strong supervision for the Foster Grandparents is a key element in the success of these programs. This includes not only giving needed direction and support to the volunteers in their relationships with their assigned foster grandchildren, but in also assisting them in any other way that can aid in enriching their lives, and providing the support they need as they grow older to continue to volunteer as Foster Grandparents -- personal and/or family problems, housing and medical difficulties, legal needs, etc. I might add that the average age of volunteers in my own program is now 75 years.

The training needed by the Foster Grandparents must be as varied as the types of placement utilized. Current program budgets stretched to the limit and providing minimum supervision contain no provisions for much needed training of foster grandparents.

Recruitment goals mandated by regulations cannot be met under present budgets. Because of lack of funds, the tendency of directors is to enroll into the program people who contact them on their own initiative. The obligation to reach the hard to reach - those most in need of our services - those with lowest incomes, the isolated, ethnic minorities and the disabled - cannot be fulfilled under present budget constraints.

Program resources are presently stretched far beyond their limits, and the majority of programs are finding it extremely difficult to survive and/or to maintain quality operation. The needs of the programs must be addressed if they are to continue to provide the very fine services to seniors and children that brought the Foster Grandparent Program to national prominence.

Foster Grandparent Program sponsors and directors have long recognized and acknowledged their role in, as well as the need for, seeking local and private sector support. It is vital, however, that we all are aware of the fierce level of competition for such resources and of the fact that the availability of such funds continue to diminish. Communities are experiencing cutbacks of their revenue sharing allocations, state and local agencies have fewer dollars for programs, and private sector resources can be stretched only so far. Although Foster Grandparent Programs have been successful in obtaining monies from the above sources to augment their budgets, no existing program can continue to operate without the support received from ACTION.

A graphic example of the difficulties facing programs because of frozen federal budgets is that my own sponsor, Catholic Charities, after sixteen years of meeting all COLAs by increasing their contribution to the program, informed me that for FY 1988, they not only would not be able to provide a COLA but would also have to cut their current support by $10,000. The alternative was that they would have to drop the program.

This is an indication of the extreme financial situation local non-profit agencies find themselves facing. In talking with other program directors, I find others who report similar situations with sponsors saying for the first time and with obvious reluctance that they are considering whether or not to continue sponsoring the programs.

With this background, I would like to go on to our suggestions for legislative change.

1. Deletion of the non-stipend volunteer provision in the current law. As you know, our national association opposed this provision at the time of its legislative enactment on the grounds there would be a dearth of people who would want to participate, and this proved to be true. Some programs had done this on a limited basis before the enactment of the legislation, and we were not opposed to this. However, we did not want to be pressured to spend a lot of time and effort looking for non-stipended volunteers when our experience had taught us finding them was not realistic. We would like the provision stricken from the books.

2. Increase in the authorization for the Foster Grandparent/Senior Companion stipend from $2.20 to $2.50 per hour. The stipend has not kept pace with inflation. The last raise was in 1985.

There are now a number of programs providing employment and opportunity for service to seniors.. It is not unusual for these programs to pay the seniors $8.00 - $10.00 an hour. It is very

difficult for the Foster Grandparent Program to compete with these other programs.

Since we place seniors with the lowest incomes, they have the greatest need for an increase in their hour stipend. If we value so greatly the work they do with the children, they certainly deserve a stipend raise.

3. A provision mandating that ACTION undertake public awareness activities to promote the Older American Volunteer Programs. Current activities are infrequent and sporadic and not helpful to local programs. We need an ongoing effort by ACTION with such items as posters and brochures which are specific to each program and which are designed to depict our programs directly and appealingly to our local communities.

4. A provision that will encourage the Direction of ACTION to work with private sector organizations and associations such as the National Association of Foster Grandparent Program Directors in their efforts to promote the Older American Volunteer Programs. Currently, there is a policy discouraging the work of the associations which needs to be overridden. Our national association has accomplished such things as spearheading the execution of a Memorandum of Understanding with the Department of Defense and raising local monies.

In 1987, 29% of Foster Grandparent Program funds were non-ACTION funds. These are funds raised by directors who consult and advise each other on this subject through the association. For example, in California the Foster Grandparent Program obtained funds for state supported foster grandparents through the work of the association with the state legislature. The funding level is currently $366,000. This has happened also in a number of other states. We also provide technical assistance to directors. With the encouragement of ACTION, the association could work with ACTION to strengthen the program for the greater good of the seniors and the children they serve.

5. A new section to be entitled: Programs of National Significance, which would include a new component focusing on the assignment of Foster Grandparent volunteers with special needs children in day care centers. This Subcommittee's work on a comprehensive child care bill underscores Congressional concern about the child care dilemma in this country. There is a role that Foster Grandparents can play here. Many of the children being placed in day care have special needs, such as developmental delays; others are at risk because of family situations of drug and/or alcohol abuse, violence, etc.

6. Upgrade the Older American Volunteer Programs Director position at ACTION to a presidential appointment in order to highlight national attention and commitment to senior

volunteerism. Also ensure that there is a separate program office responsible for each of the three Older American Volunteer Programs. This had always been the case until recently. Currently, the Foster Grandparent and Senior Companion Programs are combined with one person responsible for both programs. Each program has a need for a separate identity. The focus of each of these programs is very different; each is concerned with a highly specialized field. There are different recruitment needs and different training needs. Each program deserves the visibility a separate head would bring.

7. Four years reauthorization with a 5% increase in funding levels each year would provide for priority concerns of the National Association of Foster Grandparent Program Directors which are:

a. A stipend increase within the four year period.

b. A mechanism to provide a COL increase for OAVP grantees.

c. A minimum amount of program expansion.

d. Funding for a program of national significance involving Foster Grandparents in day care.

To come back to the need for a COL increase, if we had had this annual adjustment since the beginning, as many federal programs do, and for some reason we did not get, some of the problems I have discussed earlier would not have happened. The ability of programs to recruit, train and support the very low income elderly has been handicapped because we do not have strong enough administrative systems due to frozen federal budgets. ACTION has not given us the administrative support needed to do the job well.

Many of the concerns I have brought to your attention can be addressed through these suggested legislative changes. Other concerns may not include a legislative remedy, but because of your oversight responsibilities for ACTION's programs, I wanted to take this opportunity to bring them to your attention. The National Association of Foster Grandparent Program Directors stands ready, as always, to work with your Committee, with the Congress, and with ACTION to seek solutions that will result in a Foster Grandparent Program that can continue to thrive in the years ahead.

Thank you.

National Association of Foster Grandparent Program Directors

HISTORY

The National Association of Foster Grandparent Program Directors, Inc. was created in 1971 in Washington, D.C. at a meeting of Directors from across the country attending a national training conference. It developed from a need felt by Directors to have an organization to address itself to their collective needs and concerns relative to the betterment of the programs and enrichment of the lives of the foster grandparents. Officers were elected and charged with developing by-laws and operating practices.

PURPOSE

The purpose of NAFGPD, Inc. is to provide through a national focus: visibility and advocacy for FGP; a network of communications among FGP Directors and projects; a vehicle for expression of majority opinion on behalf of FGP and older Americans to Congress, ACTION, the Administration on Aging, and other appropriate governmental and national units; to act as a resource and make available technical assistance to FGP Directors and sponsors, ACTION and other community groups as needed and deemed appropriate.

STRUCTURE

Active membership is open to all FGP Directors, coordinators and supervisors. Active members have voting privileges. Associate membership is open to all non-program staff and to all other interested persons or groups.

OPERATION

NAFGPD is operated through a Board of Directors composed of nationally elected officers (President, Vice President, Secretary, Treasurer) and a Regional Representative elected by the paid members of each ACTION outlined region. The Board of Directors meets twice yearly in Washington, D.C.

NATIONAL AGENDA

REPRESENTATION for those served by FGP speaking on their behalf before national government bodies.

ADVOCACY for older Americans as a national resource.

COMMUNICATION on issues and ideas relevant to FGP.

RESOURCE DEVELOPMENT through networking with both the private sector and public agencies.

PROFESSIONAL DEVELOPMENT of FGP Directors through workshops and training programs of technical assistance.

SURVEYS AND DATA BASES to aid FGP Directors manage their projects.

For more information, contact:

Betty Fate Manley, President
195 E. San Fernando Street
San Jose, CA 95112
(408) 280-5553

Frances Butler, Washington Representative
11483 Bingham Terrace
Reston, VA 22091
(703) 860-9570

THE GRAND TIMES

FOSTER GRANDPARENT PROGRAM
OF
CATHOLIC CHARITIES
SANTA CLARA COUNTY

No. 29 December 1988

Betty Manley, Director Mary Lou Douglass, Editor Marion Johnson, Typist

MANY WAYS TO MOTIVATE CHANGE

Four years ago when I joined the Foster Grandparent Program, I thought it was an opportunity to help some kids, to make their confinement more bearable and to change their lifestyle. Of course, I should mention the stipend which comes in so useful whenever I receive it.

Today, after four years, I still enjoy my participation in the program. I feel so happy being with those kids four hours every day, and when I can't make it to the Wright Center I miss them so much that I often am amazed at how much I get out of the program myself.

One day a supervisor told us that she was sending one of the girls to spend some time with us and cautioned us not to let her out of our sight. The girl came and sat down with us looking very sad. I said to her, "You do not look very happy. Let's play a game or pool." She quietly said, "Grandpa, I am a bad girl." Then she told me what she had done. I said, "Honey, I think that you are a good girl who did a bad thing. You must think of yourself as a good girl and try to do only good things." The look on her face warmed my heart.

There was another girl who wanted to go to college when she got out. Every day she would talk about going to college. One day I told her she should try to get some A's and B's in school to help her enter college. A couple of months after our conversation, she came to us FGs on a happy note. "Grandpa, I got an A+." I was so happy for her and I congratulated her. Just then her friend who was standing nearby said to her, "Why don't you tell Grandpa what you got an A+ in." Proudly she replied, "Sex Education." I encouraged her to pick another subject and strive for some more A pluses.

Then there was the girl who was very good on the video machine. She would make 12,000 to 14,000 points while I usually struggled to make 9,000 or so. One day she made 23,000 points and cooly told me, "Grandpa, don't even try." But I did try. Then one day I made 24,000. When she came with us, I invited her to go with me and see what the machine had recorded lately. When she saw 24,000 with my initials, she was amazed. She asked excitedly, "Grandpa, how did you do it?" I quoted H. W. Longfellow:

> The heights great men reached and kept were not attained by sudden flight but they, while their companions slept, were toiling upwards through the night.

Then I pointed out to her, "Whatever you want to achieve you can, if you try hard enough."

Grandpa Leonard Surrey
Wright Residential Center

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OUR SPECIAL MILLIE

Millie Katemopoulos is a special person in the sight of the FGs, and we "thank you" again, Millie, for the Pre-Holiday Boutique you sponsored for the benefit of the FGP.

We are deeply grateful for the generous

proceeds which mean much to our program. Thanks a thousand times over and may God bless you, Millie.

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A FG DAY AT DELLA MAGGIORE

When asked, "What does a FG do?" My reply is, "We help children with special needs." Our day begins about 9:15 a.m. when the busses start arriving with the children. We take the children to their rooms in wheelchairs. The teacher and aides change and pottie them. They are given a drink, then we gather around the table in a circle and we sing songs.

After morning circle the children have their exercises. The FGs rock their children or take them out for a walk. When we get back we start feeding them. When they finish, then we eat lunch. After lunch some of the children go home and some others come. Some of these need to be walked or rocked. And some we just play with. Then we go home feeling we have done some good to these unfortunate children.

Grandma Sally Lappin
Della Maggiore Center

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"Auntie Agnes, what kind of medicine are you?", asked the curious tot. "Medicine?", Aunt Agnes said in surprise. "Yes," her niece replied. "Mommy said you're a pill."

Jacqueline Schiff

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Diner to waiter: "I know this is the fish of the day -- but what day?"

David Harbaugh
in "Cosmopolitan"

****

When we got our long distance phone bill we found that our daughter had been making 60 minute calls to a boyfriend away at college. "From now on," her father said firmly, "your calls are limited to 5 minutes."
"Dad, what can I say in 5 minutes?" Cathy wailed. "Call me back," he answered.

Eileen C. Owens
Dalton, Ill.

BEING THERE WHEN I'M NEEDED

I have been a FG for the past year. It has been a pleasure working with the students. The needs of the students are many. They need help emotionally as well as with their studies. My being there when they need to talk to someone means so much to them. The help I have given is appreciated. A hug occasionally works both ways.

The young mothers need encouragement and support. The growth I've seen in the students is very rewarding.

Being a FG has given me a new way of life -- feeling needed and worthwhile once again. It is a pleasure to eventually see the students graduate, knowing I had a part in their accomplishment. The love and consideration shown the FGs by the students and staff is appreciated. I am grateful for the pleasure of working at Broadway High School.

Grandma Helen Hannah
Broadway High School

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A NEW FOSTER GRANDMOTHER

As a new FG I have been working with the older boys and girls at McKinnon School. I enjoy my student very much. He is very polite and cooperates with me to get things done.

The teachers and aides have been very good to me. I really enjoy my work and the children, and I hope to be here for a while.

Grandma Pauline Brochu
McKinnon School

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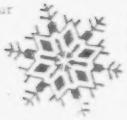

"What do you love most about me?" the woman asked her husband. "My natural beauty or my gorgeous body?"
Husband: "Your sense of humor."

Val Chadwick Bagley
Asterisk Features

FROM BETTY MANLEY, DIRECTOR

We can all breathe a big sigh of contentment and relief for a tremendous job over and well done. Fund raising efforts this fall were enormously successful, raising a total of more than $1,700 for FG recreation and for program needs. Of course, without the tremendous talent and hard work of Millie Katemopoulos we would not have done nearly so well. Millie's boutique was fantastic. A special thanks to her from me and also to all you FGs who crocheted, knitted and sewed and baked wonderful goodies that people bought so eagerly. Our boutique at John XXIII was also great. Thanks to all of you for your contributions, to the FGs who worked, and to all who bought. It was fun and a job well done.

We are off into a busy December with all our parties. One of the new FGs last year said Christmas was really Christmas for her now because there were parties with caring people sharing with each other.

This year will bring a sad goodbye for all of us as we wish Lorraine Actor Godspeed. Lorraine will be retiring some time in early 1989. After eleven years with FGP as field supervisor/program coordinator, Lorraine's contribution has a value that will be hard to match. She knows everything about how FGP works at the heart of the action -- there at the host site. She will be sorely missed.

FOSTER GRANDPARENT PROGRAM

ALL IN THE FAMILY

We welcome back the FGs who have had surgery, a fall or illness: Art Kenmore, Barbara Davey, Ann McConachie, Mary Lachmansingh, Sol Sokol, Doris Winget, Lila Newhall, Thelma McCluskey, Leonard Surrey, Margaret Dougherty, Charlotte Crawford and Ruby Pyrro.

Lillian Schroeder had an unfortunate accident and was badly burned. She is home now and doing nicely.

Christine Ward is recovering and making good progress. We are happy to know that she is well enough to move in with friends at Seaside.

Eva Davey and Lucille Jordan, two former FGs are at Skyline Convalescent Hospital (2065 Forest Ave., San Jose) and would love to have visitors.

Winnie Bell is still recovering from heart surgery and is expected back soon.

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MEET VI D'LIMA

We very happily welcomed Viola D'Lima to our program staff in October. A Senior Community Service Employment Project employee and officially our Program Assistant, Vi brings with her a wealth of background in education and social services in India. In addition to teaching, she was Headmistress of a high school for 26 years. Her activities have included work with the cub scouts, those economically and socially underprivileged, the handicapped, the abandoned and the aged. She was deeply involved in Church and Women's issues, being active in groups in India that help fight discrimination against women in Church and society. In her words, "(I am) delighted to be here at John XXIII Senior Center and especially in the FGP which seems so much like a continuation of the work that gives my life meaning."

ANGELS IN DISGUISE

It's 4 years now since I began working at Juvenile Hall and I hope in some small way I've made a difference in the lives of the young people there. At first I worked in the boys' units. The boys were always kind and respectful to the FGs. Some of the younger boys would tell me their problems and even kiss me when they left for school. They made me feel so wanted, that when I was told I'd have to change to the girls' unit, although I loved doing crafts, I was not at all happy. I had heard such negative things about them, and, yes, they do swear a lot more than the boys but I soon learned they could be just as nice and even more affectionate.

The other day I fell and hurt my hand while running for a bus, and oh, what a fuss they and the staff made when I went in to work. "Are you all right, Grandma?" "We'll get your chair for you, Grandma." "Sit Grandma. I'll get your tray." "Please, Grandma, be careful. Don't run for busses, no matter what." "We love you Grandma. We don't want to lose you."

Yes, these are the same girls that sometimes give the staff a very hard time. But when you think things over, they are really little women and women on the whole like things their own way, be it in dress, keeping the home or cooking the meals, so it's natural there will be clashes with the staff and each other but with the FGs, they are simply little angels. May God help and bless them.

Grandma Mary Lachmansingh
Juvenile Hall

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Employment agency clerk to job-hunting client: "We'll have to highlight your good points."

Client: "I was fired 15 times."
Clerk: "What's good about that?"
Client: "I'm no quitter."

Dorothy Gracey
Delhi, New York

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The plumber arrived several hours late for an emergency call. He apologized and asked: "Did you have any trouble while you were waiting?"
"Oh, no," said [illegible]
"while we were waiting, we taught the children how to swim."

Margaret Faith
Camden, New Jersey

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SHARING MEMORIES TOGETHER

The FGP has a twofold purpose -- to meet the various needs of children and to give older people a chance to share their love of children and keep active and therefore healthy. Our children are our country's greatest asset, and our retirees the greatest link to the past -- a chain that must not be broken.

I have been a part of the chain for several years -- very happy and rewarding ones. It is such a pleasant surprise to meet former pupils and share memories with them. Then you realize how much you and your family are cherished by them. Little things to you but so important to them. It's the greatest boost to morale you can get.

It's a wonderful program, and deserves the cooperation and help of the entire community. I only hope more retirees will join and share our enjoyment.

Grandpa Al Dolbec
Chandler Tripp School

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Teacher: "How many days are there in a year?"
Student: "365"
Teacher: "How many weeks in a year?"
Student: "52"
Teacher: "How many seconds are there in a year?"
Student: "12"
Teacher: "12?"
Student: "Yes. Jan. 2nd, Feb 2nd, Mar. 2nd, [illegible]"

Marian Van Fossan
West Virginia

GRATITUDE AND COMMITMENT

I am a FG and I say that with pride. I have many reasons to say that, all of them "Students". This is my third year at Stipe School and I am looking forward to many more in the future.

I joined the program at a low point in my life. My wife had passed away and I found it very difficult to be alone. I wasn't alone for very long after getting into the program. I met a wonderful group of Grandparents I could relate to and enjoy their companionship. I enjoy working with and relating to the students I am assigned to. All the Grandparents know the great feeling we all have at the end of each term, realizing we have contributed in some small way to every student who will move up to his next class, ready to meet a new challenge.

I am grateful to the program for allowing me to be a part of it. It is a nice feeling to be working with the dedicated teachers who work at Stipe School. I have the pleasant task of working with Ms. Carol Bish who teaches her class with humor, knowledge and compassion for all her students.

I would like to acknowledge the help and direction we receive from our Director, Betty Manley, and her staff.

I regret that many of our senior citizens who could make our program richer don't realize how much richer in spirit they would be if they joined us.

I close this knowing that the FGP is one of the most pleasant commitments I will ever make.

Grandpa Art Kenmore
Stipe School

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ORIENTATION WEEK

I want to write a few words about our FG Orientation Week. It was without a doubt one of the best weeks I've spent since coming into the program. My experience was a little different than most because I had been working almost 2 months before I had the orientation. I took over for a grandfather when he had to leave. I felt like I went in the back door so to speak.

I never fully understood all the things about the program. I never felt like I really belonged, or was a part of everything until I spent the week with the new group of FGs.

We were a small group, but everyone was so thrilled to be needed. We all wanted to be doing something useful with our time. This week of orientation helped me to better understand my 2 months previous experience and to know what to expect in the future.

I hope my "classmates" will all remain good friends and keep in touch.

Grandma Isma Hidde
Moffett Field Child Care Center

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CALENDAR OF EVENTS

December 9, 1988	Annual Christmas Party
December 19, 1988	Mercury Savings Luncheon
December 23, 1988	Pre-Christmas Holiday
December 26, 1988	Christmas Holiday

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HAPPY YET SAD

Having had open heart surgery and being off work since July 1, it was a happy day when the doctor said I could return to work the 19th of September.

Upon returning and entering my Intermediate Boys Unit, it was a happy day when I was greeted with, "Grandma!" "Grandma, you're back!" "I missed you!" "Are you all right?"

It did my heart good to know that I had been missed, and they were happy to see me back. But it was also sad to know that some of them were still there and had not been released. However some had gone, and others had taken their places. It is always good to see them go permanently, whether it's returning home, going to a foster home, I'm happy for them.

Grandma Doris Winget
Children's Shelter

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HELPING "SPECIAL" KIDS

As I began my 2nd year at Blackford School I was touched again by the warmth extended to the FGs by the teachers, aides and therapists. They make us feel that we are an important part of a team, all there for the same purpose--to give help, love and support to all our special kids. It is very gratifying to see the progress each child has made and to feel that you may have helped if only a little.

My "special" child this year is a girl that I probably could not have worked with last year. Because of the progress she has made in communicating and because I have grown in the program and feel more comfortable, we are able to work well together, share a few laughs and each day take a small step forward together.

It is wonderful to have a place to go everyday where you are needed and wanted and know that you will be missed if you are not there.

Grandma Phyllis Foster
Blackford School

WHAT I HAVE LEARNED ABOUT THESE CHILDREN

This is my second year with the FGP and believe me it's been a very nice experience. The children I see every day are hard of hearing but they are very sweet and nice. Some have big, bright blue eyes, some have tousled hair, but they all haye a big smile for all of us.

My little one is only 3 years old but at times he acts all grown up and helps take the chairs off the table where they were left the night before. This little fellow does it on his own, nobody asks him to do it. When we thank him he just smiles and puckers his nose.

These kids are all very special to me. Each one of them shows his love and appreciation in his own way for what we do for them.

The first week I worked with my little friend he was very shy and didn't speak at all. Later he was able to say one word (more). Now he is doing very, very well. It gives me satisfaction to see the improvement.

I often see the little boy I worked with last year. He always runs up and gives me a big hug that makes me feel warm inside.

I thank the FGP, also Mrs. Shipe, the teacher, Laura and Donna her helpers for making me feel at ease. I hope to stay in the Program for as long as I can.

Grandma Fermina Olivas
Haman School

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A TIME FOR PARTING

I have been in Juvenile Hall over 9 years. When I was introduced in my unit, the boys were just that, "boys" with preteen antics, never a dull moment. I look back with a little sadness when I recall so many, their unique personalities, their reasons for being in our care. How happy I was when they could return home.

Life is made of changes and so it is -- no more preteens. Our boys are in their late teens, soon will become adults.

Once a week we have Adult Education classes which seem to be beneficial because of the question and answer part of the discussion.

Soon they will be leaving Juvenile Hall because of their age -- never to return. Each will go his own way. Some, home to their parents, some have jobs waiting for them and some have young families they have plans for.

When they leave, all we can do is wish them well and hope for the best.

Grandma Annette Davidson
Juvenile Hall

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Wife: "Why do you always go outside when I sing?"
Husband: "So the neighbors will know I'm not hitting you!"

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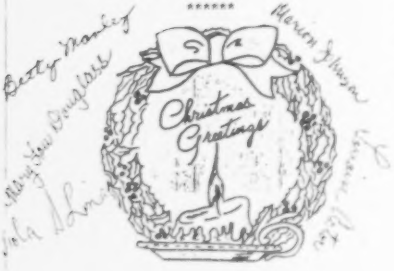

CHRISTMAS REMINISCENCES FROM THE FOSTER GRANDPARENTS AT THE CHILDREN'S SHELTER

Doris Winget: One thing I remember about Christmas in Missouri is the one room school house with the big Christmas tree that the kids decorated. There were candles on the tree because we didn't have electricity. We hung our long black stockings at home for Santa Claus. Dinner was across the field at grandma's.

Wilma Miles: We got everything we asked for (I asked for 2 pairs of shoes, a dress and a doll) because my father was a real family man and he wanted to do for his family of 7 children. A fresh coconut was a treat we had every Christmas in Texas.

Janet Watson: One Christmas in Oregon we were very poor because my father had died in the flu epidemic in World War I. The Salvation Army gave us a box--we wouldn't have had Christmas without it. It had oranges in it. It was the biggest treat I ever had--I will never forget those oranges.

Betty Glassman: I was raised in an orthodox Jewish home in Boston. We celebrated seven days of Channukah. We lit a candle every night. We lined up every night and my father gave each of us (there were 7) a penney. The meals we had during the 7 days were gefilte fish, chicken soup, borsch, potato pancakes and brisket of beef.

Fran Mantooth: We had a big family Christmas on a farm in Oklahoma. There were 16 children. We cooked and cooked for days--cakes, salads, beans, chickens, ham, turkey. We had a big crowd with friends and relatives. Our table was 18 feet long. The adults ate first, then the children.

Kay Incardona: What I remember the most were the Christmas parties at the church in Oroville, California. First we had a program where all the children recited. I always liked to recite and felt so proud. Then we sang--my favorite song was "Away in the Manager". The ladies at the church made tarleton stockings and filled them with an orange, an apple, nuts and hard candy, and a candy cane at the top.

Mr. KILDEE. Mr. Rasmussen?

Mr. RASMUSSEN. Thank you for inviting me to testify.

As noted, my name is Dwight Rasmussen. I am the Senior Companion Project Director in Salt Lake City, Utah, and am currently the secretary-treasurer for the National Association for Senior Companion Directors. I am here on behalf of Berryl Thompson, president of the National Association for Senior Companion Project Directors. She is recuperating from some recent surgery, and was unable to attend today.

I appreciate the opportunity to be here. I, too, have submitted a written statement and ask that it be made part of the hearing record.

Mr. KILDEE. Without objection.

Mr. RASMUSSEN. I will take a few moments and summarize and highlight some of those things.

First of all, to reiterate some of the things Ms. Donna Alvarado spoke about. The Senior Companion Program is one of the fastest growing and one of the most needed programs in the nation.

We have a dual-purpose role. That is to utilize the low-income seniors who need to work, who want to work, who want to contribute in society but without the opportunity of this volunteer opportunity, they would not be able to. They are placed and matched with the homebound, with the frail, with individuals who are in some institutions and they serve these individuals to help them continue to have some type of independence along with the care of respite and providing that service to the primary care giver. We believe that this program is probably the program of the future.

As you are well aware, the population of the elderly is increasing at a very, very high rate and within 10 to 15 years, we are looking at almost an astronomical number of elderly. That includes those who are 60, 70, but it also includes those who are 80, 90 and reaching that 100-year mark. These individuals will need care. There are a lot of programs, there are a lot of good, substantive programs that will help care for these people. But I believe the Senior Companion program can play an integral part in assisting that.

Home nursing services, home health aides, all of those programs are very beneficial and very helpful. One thing that lacks in those programs is the ability for that nursing aid, that nurse, whoever it might be, to sit down and visit and to have a socialization contact with the outside world. That I believe is one of the biggest things that the Senior Companion Program can provide.

They go in the home once, twice, maybe as many as four or five times a week, depending upon the need of the individual and they are there for four hours a day. They do the essential chores of grocery shopping, getting them to and from medical appointments, those kinds of things that help them stay independent; but they also have an hour, two, sometimes three to sit and visit and talk about older times that usually somebody doesn't have the time to do.

That we believe is one of the greatest benefits of the Senior Companion program. That can contribute as much to independence as all of the other services available.

They also assist with advocacy. It is very difficult for a homebound individual to be able to get to social service agencies or to be

aware of the other programs that are available. Senior Companions act in that role as an advocate and help them find out what is all about medicare, what are all these forms all about.

When it says, when you get 26 copies of something that says "this is not a bill," that doesn't mean anything to that senior who is looking at the thousands of dollars after a recent hospital stay. So they help. They take that to the Social Security office or call the medicare office for them and they do those kinds of things.

They receive the stipend of $2.20 an hour, transportation and meal reimbursement, which for someone who is living on, in my area, $300, $400 a month, if they can get that additional $100, $200, $300 for reimbursement, that ups their ability to maintain their independence also.

So I reiterate that there is a dual purpose here on independence. One, for the client to help them stay independent and out of a long-term care institution for as long as feasibly possible, but also the Senior Companion. That is who we can't forget, that individual who has the ability to contribute and we allow them to do that.

I have submitted to you some recommendations also along the lines of Betty Manley's from the Foster Grandparents program, so I respectfully submit these recommendations to you.

First of all, the stipend increase, the deletion of the non-stipend and volunteer provision, encouragement of the expansion of the older American volunteer programs through part D of Title III of the Older Americans Act, increased public awareness of the Senior Companion programs, a provision encouraging the director to work with national associations of older American volunteer programs, the inclusion of a section entitled "programs of national significance," upgrade the position of OAVP director and separate program offices for the Senior Companion and Foster Grandparents programs, and a four-year reauthorization.

I would like to take just a few moments and talk about a couple of those recommendations and expound on them without reading because I know it is before you.

First of all is the future stipend increase. Yesterday I was able to attend the Vista hearing. I heard Sargent Shriver talk and everyone at that hearing spoke very highly of Vita and the kinds of things that those volunteers do. He related that there is never enough money to be able to do what Vista can do, what Senior Companions, Foster Grandparents and Retired Senior Volunteers can do. He brought together, "Is it more important to put money into defense and build an extra B-1 bomber or is it more important to be able to serve the social needs of what we are talking about here, the elderly?"

I firmly believe—being new, fairly new, this is my fourth year as a Senior Companion Project Director. these four years have taught me a lot. I believe we have the national resource as volunteers and the clients that we need to serve, we can do the job with a little bit of extra money. that is why we are asking for a future stipend increase. It may not be next year. It may not be the year after. But when there are funds available, I believe it is important for that Senior Companion, Foster Grandparents to have that.

As Ms. Alvarado said, the decision is tough. Do you put 4000 new programs in or 4000 new volunteers into other areas? Or do you

allow those that have the opportunity to continue to serve now an increase in their stipend?

I submit that we find it for both because of the increase that has happened the last few years in Senior Companion programs, what should happen with Foster Grandparents and the continued growth with Retired Senior Volunteer Program, I believe it is there. I would like to help and the association stands ready to help you find that dollar.

In addition to that, I would like to go to recommendation No. 5, which is coordination efforts. We ask that appropriate language encourage the director to work with private sectors and also to work with the three national associations.

We as directors have been around for many years; myself, again I am the freshman I believe as a director. But we are there. We are on the front lines. We want to work with ACTION. We want to realize, make sure that ACTION utilizes our talents as directors of these programs in working directly with these volunteers that we feel as though we can have an impact with ACTION and we can work together.

We realize there are budget constraints for them as well as for us. I think a working relationship together can further the efforts of ACTION, of the individual programs, and of ourselves as directors and our volunteers and the clients that we strive to serve.

Basically I think if we work together including Congress and the subcommittee we can have the impact that we need to have on today's growing elderly and the nation's charge to help serve. I don't think it is the government's responsibility totally. I don't think it is the family's responsibility. I think it is everybody's working together that will allow us to meet this challenge of the elderly coming up in the nation.

I believe the last thing I would like to say is in recommendation No. 8, in reference to the cost-of-living increase, in my testimony, it states that there was a 29 percent administrative support increase. This I believe can be misconstrued in that it was 29 percent of the total budget of that.

The amount of money that was received by my project directly for the cost of living was $5000. Twenty-nine percent of that $5000 was able to be used in administrative funds. This amounted to the amount of $1,218 as tow hat we were able to use for the cost-of-living increase for support in administrative services within our program.

In conclusion, we ask that these letters also be made part of the hearing record. It is correspondence discussing the cost of living increase and the complicated system in which it was implemented on the local level. There was a request by the Appropriations Committee that it be re-evaluated, which it was, and then again it was submitted back to Congress, that the restrictions would stand. So we ask that this be made a part of the hearing record also.

Mr. KILDEE. Without objection.

[The information follows:]

EDWARD R. ROYBAL
25th District, California

2211 Rayburn Office Building
Washington, DC 20515
Telephone: (202) 225-6235

LOS ANGELES OFFICE
Room 7106, New Federal P.O. Bldg.
300 N. Los Angeles Street
Los Angeles, CA 90012
Telephone: (213) 894-4870

Congress of the United States
House of Representatives
Washington, DC 20515

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Chairman
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RETIREMENT INCOME
AND EMPLOYMENT

April 22, 1988

Donna Alvarado, Director
ACTION
806 Connecticut Avenue, N.W.
Washington, D.C. 20525

Dear Ms. Alvarado:

We want to emphasize the serious concern we have about the restrictions placed on the Foster Grandparent and Senior Companion Project sponsors with respect to the expenditure of the FY88 cost of living allocation for Older Volunteer Programs. This issue was raised at our Subcommittee's hearing on April 18 by Chairman Natcher, and we wish to join with him in requesting that ACTION take the appropriate steps to remove these restrictions.

The intent of Congress in allocating the cost of living increases to the Older American Volunteer Programs is clearly delineated in the FY88 appropriations report language and does not require a complex and complicated system to implement.

We hope you will review these restrictions which have been imposed on the expenditures of these funds, agree with us that they are not necessary and proceed to remove them.

We look forward to your prompt decision on this matter.

Sincerely,

Edward R. Roybal
EDWARD R. ROYBAL, M.C.

David R. Obey
DAVID R. OBEY, M.C.

John O. Conte
JOHN O. CONTE, M.C.

ACTION
WASHINGTON, D.C. 20525

Received
JUN 8 1988
JUN 07 1988

May 23, 1988

Honorable Edward E. Roybal
United States House of Representatives
Washington, D.C. 20515

Dear Representative Roybal:

Your letter to ACTION Director Donna M. Alvarado regarding the allocation of the fiscal year 1988 cost-of-living allowance to the Older American Volunteer Programs has been referred to my office for response. Both before and since receiving your letter, the Director considered a variety of factors in making this allocation. I appreciate this opportunity to provide you with the details of the allocation of these funds to existing OAVP projects.

The House Appropriations Committee's report language serves as the basis for the Agency's decision on the allocation of these funds:

> " The increase in the Committee's recommendation is intended to provide across-the-broad cost-of-living increases for each of the existing projects in the three programs. The additional funds will enable these projects to better meet the needs of the currently-enrolled volunteers. The Committee recognizes the administrative problems faced by the projects that have received no increase in Federal support in recent years. Thus, the Committee expects that funding increases will be allocated to project administration needs of each project, as well as to increasing opportunities for volunteer service."

In establishing the policy for the distribution of the cost of living funds, two primary factors were considered:

1. The needs of the low income senior volunteers both in the programs and currently on waiting lists throughout the country; and

2. The needs of the projects to achieve their legislative mandates to provide opportunities for low income senior citizens.

In weighing these factors, ACTION considered such things as:

1. Historical data on project costs;

2. Input gathered from both project managers and the volunteers themselves; and

3. The achievement of parity among the three Older American Volunteer Programs after the significantly varied FY 1988 increase had been realized.

With regard to the first factor, the needs of the low income senior volunteers in both stipended programs, ACTION solicited the views of project directors. The top priorities cited regarding the needs of volunteers were volunteer transportation and recognition. These two items were included as priorities in the ACTION policy guidance regarding the augmentation of the existing projects.

Furthermore, based on ACTION personnel site visits to projects around the country, and meetings with low income volunteers, it was determined that funds for low income volunteers' meals, and low income volunteers' physicals should also be designated as priority considerations for additional funding to expand volunteer services. The income eligibility ceiling for a low income senior volunteer to serve in an stipended program is $6,875.00 for a single adult and $9,250.00 for a married adult.

With regard to the second factor, the needs of the projects to achieve their legislative mandates of providing opportunities for low income senior citizens, again ACTION solicited the views of the projects. The priority cited was salaries. In factoring in this need, the Agency considered data regarding prior expenditures and budget requests for existing projects. Between FY 1985 and FY 1987, there was a 12% increase in support monies for the Foster Grandparent Program, 21% for the Senior Companion Program, and 9% for the Retired Senior Volunteer Program. All of this was prior to the appropriation by Congress of additional cost-of-living increases in project support in the FY 1988 appropriation.

Another significant consideration in these deliberations was the issue of parity among OAVP Programs. In allocating these new resources, ACTION deliberately sought to equalize the amount of cost-of-living increases for all OAVP programs.

The fiscal program allocations and priorities that were subsequently established properly weighed the needs of both low income senior volunteers and the projects. They also fully addressed the concerns described above.

Again, thank you for the opportunity to provide this information. Please do not hesitate to contact me if I may be of further assistance.

Sincerely,

Marianne Klink

Marianne Klink
Acting Assistant Director
Older American Volunteer Programs

Mr. RASMUSSEN. In conclusion, Mr. Chairman, members of the staff, I would like to thank you for the opportunity to present this statement. I do appreciate the strong support of this committee and as I stated, the national association stands ready to work with Congress, with ACTION, and with our volunteers to serve this nation's elderly.

Thank you.

[The prepared statement of Dwight Rasmussen follows:]

STATEMENT ON
THE REAUTHORIZATION OF THE
OLDER AMERICANS VOLUNTEER PROGRAMS
UNDER TITLE II OF
THE DOMESTIC VOLUNTEER SERVICE ACT

BY

DWIGHT RASMUSSEN
SECRETARY/TREASURER
NATIONAL ASSOCIATION OF
SENIOR COMPANION PROGRAM DIRECTORS

BEFORE THE
U.S. HOUSE OF REPRESENTATIVES
SUBCOMMITTEE OF HUMAN RESOURCES

CONGRESSMAN DALE E, KILDEE, PRESIDING

DATE
FEBRUARY 24, 1989

INTRODUCTION

Mr. Chairman, members of the Subcommittee, thank you for inviting me to testify today on the reauthorization of the Domestic Volunteer Service Act.

My name is Dwight Rasmussen, Senior Companion Project Director in Salt Lake City, Utah, and I am the Secretary/Treasurer for the National Association of Senior Companion Project Directors. I am here today on behalf of Berryl Thompson, President of the National Association of Senior Companion Project Directors, who is recuperating from recent surgery.

I am proud to say that in the Association's history we have and are continuing to further the volunteer efforts and services of Senior Companion Programs in our communities. With the addition of the forty-four new programs made possible by Congress in Fiscal Year 1988, we have approximately 7,000 volunteer service years in one hundred and twenty-four projects across the nation. Senior Companions provide assistance to over 24,600 frail elderly and other functionally impaired adults.

PROGRAM INFORMATION

The Senior Companion Program is the newest and most rapidly growing of the three Older American Volunteer Programs funded under the Domestic Volunteer Service Act. As you are well aware, the Senior Companion Program was authorized by Congress in 1973 under Title II of the Domestic Volunteer Service Act of 1973 (Public Law 93-113).

The Senior Companion Program (SCP) offers volunteer service opportunities for low-income people age sixty and over to provide personal assistance in daily living activities to older people with physical, mental or emotional impairments. Through direct health care providers and social service agencies assisting chronically impaired older persons, Senior Companions serve those at risk of institutionalization and persons within institutional settings in order to help them achieve and maintain their fullest potential for independent living. Senior Companion Program volunteers provide services to :

* Nursing home residents;
* Homebound elderly persons;
* Acute care patients discharged from hospitals;
* Families needing respite care;
* Victims of Alzheimer's disease;
* Older substance abusers;
* The developmentally disabled;
* Veterans; and
* The terminally ill.

Senior Companions assist older persons to remain as independent as possible for as long as possible. Typically, volunteers provide their clients with companionship, help with light household tasks, transportation to and from medical facilities, food preparation, advocacy for social services, personal grooming, and assistance with other needed tasks. Volunteers receive training in how to identify and solve problems, how to provide minimal first aid care, and how to provide advocacy service.

Senior Companions serve twenty hours per week. In order to offset expenses, volunteers receive a small hourly non-taxable stipend, transportation and a meal on service days, an annual physical examination, accident and liability coverage, and recognition for their activities. Perhaps the greatest benefit of all is the opportunity to "help someone" - to share their talents and experiences and opportunities that foster another person's independence. An amount equal to ninety percent of the Federal funds of a project's total budget goes to volunteers as direct benefits.

When you consider that the average annual cost for nursing home care is about $22,000 per year, and the average cost for a Senior Companion Volunteer is about $3,000 annually, the fiscal value and cost effectiveness of this program becomes unquestionable.

LEGISLATIVE RECOMMENDATIONS

On behalf of the Association, I respectfully submit the following recommendations to you:

1. Stipend increase;

2. Deletion of the non-stipended volunteer provision;

3. Encouragement of expansion of the Older American Volunteer Programs through Part D of Title III of the Older Americans Act;

4. Increased public awareness of Senior Companion Programs;

5. A provision encouraging the Director to work with the National Association of Older American Volunteer Programs;

6. The inclusion of a section entitled "Programs of National Significance"

7. Upgrade the position of OAVP Director and separate program offices for Foster Grandparent and Senior Companion Programs; and

8. Four year reauthorization.

Recommendation #1:
Future Stipend Increase

An increase in the authorization for the Senior Companion/Foster Grandparent stipend from $2.20 to $2.50 per hour is needed.

This increase in the authorizing legislation would allow for a future stipend increase needed because the stipend has not been keeping pace with inflation over the past years. As the Congress is addressing the need for an increase in the minimum wage for employees, it is appropriate to also address the need for increasing support for those low-income volunteers who give so much.

Recommendation #2:
Non-Stipend Volunteers

We are recommending that the provision in the current law which allows non-stipended volunteers who are to provide the same services without reimbursement be deleted. It has not succeeded in expanding the available pool of volunteers and has taken precious, limited administrative time from the needs of the stipended volunteers.

We feel t llowance in the authorizing language strays from the orig intent of Congress to utilize low-income seniors to pro services to others in need of assistance. The low number of non-stipended volunteers currently being utilized throughout the country does not justify the additional staff time needed to recruit and train these individuals. Projects have found it almost impossible to obtain a twenty hour per week commitment on the part of these non-stipended volunteers.

Recommendation #3:
Coordination Activities

We recommend the addition of a new provision to encourage coordination between ACTION's volunteer programs, particularly Senior Companions, and the frail elderly services program provided through Part D of Title III of the Older Americans Act.

This new provision should allow for expansion of Senior Companion services to the community while enhancing the Older American Volunteer Program's role in addressing the need for community based services. This provision could also open the door for the development of a Memorandum of Understanding between ACTION and the Administration on Aging to involve Senior Companions in Part D activities at the local level. This type of cooperation has already been successfully addressed and implemented with the Veterans' Administration.

Recommendation #4:
Public Awareness

A provision mandating that ACTION undertake more extensive public awareness activities to promote the Older American Volunteer Programs should be added.

This provision would increase community visibility for all the Older American Volunteer programs while enhancing the local project's probability of developing a working relationship with the private sector and increasing our non-Federal funding support. Some of the kinds of assistance we need include generic program brochures which are adaptable to local projects; program posters for placement in the community; pre-recorded public service announcements; and program videotapes to assist in both volunteer recruitment and private sector fund-raising efforts.

Recommendation #5:
Coordination Efforts

Appropriate language to encourage the Director to work with private sector organizations and associations like the three National Associations of Older American Volunteer Programs. This provision will enhance Older American Volunteer Programs and ensure maximum utilization of program resources.

Currently, there is an ACTION policy discouraging work with the National Association of Senior Companion Project Directors. This policy is not conducive to a constructive working relationship with ACTION's Administration nor to the growth and improvement of the Senior Companion Program. If included, this provision will enhance the Senior Companion Program's visibility across the country and promote a stronger working relationship between ACTION and the Older American Volunteer Program Association.

In Calendar Year 1986, Project Directors assisted in securing State and other non-Federal resources of $9,400,000 for activities and expansion of Senior Companion Programs. In 1987, 37% of Senior Companion Program funds were non-ACTION dollars. These funds were raised by local Project Directors to help support their programs.

Recommendation #6:
Programs of National Significance

We recommend the inclusion of a section entitled "Programs of National Significance". This section is to list new components focusing on expanding the role of Senior Companion Program volunteers in the area of respite care and assistance to the developmentally disabled. We are requesting initial funding

of $2,000,000 to be appropriated for each new component. The recently completed OAVP Family Caregiver Evaluation supports the critical need and demand for respite services. The need for respite care has also been demonstrated by ACTION's efforts to fund grants through the National Alzheimer's Association.

For example, in Salt Lake City we have a Senior Companion who is helping a family take care of their 88 year old mother, a victim of Alzheimer's Disease. This relationship is beneficial in two ways: 1) it provides a Companion to the mother who is unable to care for herself, and 2) the Companion also provides a valuable respite service to the primary caregiver and the mother's family. The Senior Companion assists the client by helping with her activities of daily living such as personal grooming, helping with the noon meal, assisting with walking exercise when the weather permits, and fulfilling her constant want for an ice cream treat. Aside from assisting the client, the Senior Companion has also helped the daughter by providing respite care to her so that she can get away from her awesome responsibility of providing twenty-four hour a day, seven day a week care to her mother. Whenever the client is napping, the Companion visits with the daughter and answers questions that she may have about Alzheimer's Disease and offers suggestions for coping with her caregiving role. The husband and sons have also benefited by gaining an increased understanding of hands-on caregiving of a dementia patient. This has also allowed a greater chance for all the family members to participate in the care of their aged mother and grandmother, while at the same time providing a better quality of life for the client..

A new program services component that is gaining national attention is service to the developmentally disabled population. Senior Companion Programs are providing services to this group to enhance their independence and self-sufficiency.

These are two examples of how we envision this new section furthering the development of new program ideas which expand the variety of techniques available to help serve our target population - those in the community who are most in need.

Recommendation #7:
Older American Volunteer Program Director Position/Separate Program Offices For Foster Grandparent, Senior Companion Program

Congress should upgrade the Older American Volunteer Program Director position at ACTION to a Presidential Appointment in order to highlight national attention and commitment to senior volunteerism. In addition, Congress should ensure that there is a separate program office responsible for each of the three Older American Volunteer programs.

Currently the Foster Grandparent and Senior Companion Program offices are combined. We feel very strongly that although there are similarities between the two programs in terms of eligibility and benefits, each Program needs to retain its own independence and national visibility separate and apart from the other. Due to the recent increase in the number of Senior Companion Programs in FY-88 and the apparent continued growth of the Senior Companion Program, we believe that a separate program office for Foster Grandparent and Senior Companion Programs is essential to ensure that each program continues to receive the full level of attention that they require from ACTION staff. Although there are many similarities between the two programs, the programs differ greatly in their purpose, intent, and objectives and they are also diverse enough to require ACTION staff's undivided attention for the special needs arising from working with children separate and apart from the special needs of working with older, more frail adults.

Recommendation #8:
Length of Reauthorization

Thanks to the actions of a sympathetic Appropriations Committee, Fiscal Year 1988 was the first in many years that Senior Companion projects received a cost of living adjustment. While this increase was needed and greatly appreciated, there were problems in the manner in which the Programs received the cost of living adjustment. Restrictions placed by ACTION on these funds limited the amount of administrative costs which could be paid with these additional funds. Only 29% of these new funds could be used for administrative support.

For example, the Ssnior Companion Program in Salt Lake County, Utah, with a total grant amount of $275,495, a Federal share of $202,964, that supports sixty Senior Companion volunteers, only realized a total of $1,218 for administrative support costs.

Our experience has led us to the conclusion that we need a mechanism in our authorizing legislation to provide a minimum annual cost of living increase to Older American Volunteer Program grantees. The Association recommends a four year reauthorization with appropriate increases of at least five percent per year in the authorization of appropriations to allow these programs to keep pace with inflation, to ensure reasonable program growth, and to provide an appropriate increase in the Senior Companion stipend during the four year reauthorizing period.

CONCLUSION

Mr. Chairman, members and staff of the Subcommittee, thank you for the opportunity to present this statement. I appreciate the strong support of this Committee. The National Association of Senior Companion Project Directors stands ready to continue to assist you and ACTION in the promotion and expansion of the Senior Companion Program.

National Association of Senior Companions Project Directors

Director
Berryl Thompson
P. O. Box 1510
Opelousas, Louisiana 70571

Vice Director
Anne Davenport
103 S. Main St.
Waterbury, Vermont 05676

Secretary-Treasurer
Dwight Rasmussen
155 E. 2700 South
Salt Lake, Utah 84115

HISTORY

The National Association of Senior Companion Project Directors (NASCPD) was created at the 1978 National SCP Directors Training Conference. Officers were elected and charged with developing By-Laws and operating practices. NASCPD has actively represented the needs served by SCP nation-wide since that time. The organization is incorporated in the State of Utah and has applied for 501 (c) (3) status.

PURPOSE

NASCPD provides through a national focus:

- Professional Development of SCP Directors through workshops and training programs of technical assistance.
- Advocacy for Older Americans as a National Resource.
- Resource Development through networking with the private sector and public agencies.
- Representation for those served by SCP, speaking on their behalf before National government bodies.

STRUCTURE

Active membership is open to all SCP Directors. Active members have voting privileges. Associate membership is available to other SCP project staff and to all other interested persons or groups.

OPERATION

NASCPD is operated through a Board of Directors. The Board of Directors is composed of the National Officers (President, Vice-President, Secretary, Treasurer and nine Regional Representatives). The Board of Directors meets at least once a year in Washington D.C. Regional meetings are held once a year in conjunction with ACTION Regional Trainings.

SUCCESS-AREA OF INVOLVEMENT

- Instrumental in preserving the current level of funding for SCP when cuts were proposed.
- Bringing about changes in the ACTION re-authorization legislation that enhance the direction of the Senior Companion Program and the operation of the ACTION Agency.
- Played a major role in securing stipend increases for volunteers, and significant general program increases.
- Played a major role in securing cost of living allowance in FY 88.
- Successful in securing new program funding for 44 new projects in FY 88.

FOR MORE INFORMATION , PLEASE CONTACT:

Berryl Thompson, President
P. O. Box 1510
Opelousas, Louisiana 70571-1510
(318) 942-1903

OR

Frances F. Butler,
Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

SENIOR COMPANIONS

OLDER AMERICAN VOLUNTEER PROGRAMS NATIONAL DIRECTORS ASSOCIATIONS

RSVP Retired Senior Volunteer Program Directors

Foster Grandparent Program Directors

Senior Companion Project Directors

PROGRAM DESCRIPTIONS

RSVP, Foster Grandparents, and Senior Companions are federally funded Older American Volunteer Programs authorized by Title II of the Domestic Volunteer Service Act of 1973 and administered by ACTION, the federal volunteer agency. In addition to federal support, many States, local governments, and private sector organizations also contribute to the support of these successful programs.

The National Older American Volunteer Programs Directors Associations are private, non-profit membership organizations of project directors working together to enhance and build the three programs.

Retired Senior Volunteer Program (RSVP) provides community volunteer opportunities for all persons 60 and over. RSVP volunteers serve part-time, several hours per week. In fiscal year 1988, the 16th year of the program, there were nearly 400,000 RSVP volunteers serving in 745 projects around the country, assigned to volunteer stations ranging from courts, schools, hospices, hospitals, nursing homes and other community service centers. Nearly one-half of RSVP volunteers are low-income persons. Annual federal support for RSVP is in the 200 million range.

Foster Grandparent Program provides opportunities for low-income persons 60 and over to work with children with special needs. Foster Grandparents work 20 hours per week, and receive a stipend of $2.20 per hour for their efforts. In fiscal year 1988, the 23rd year of the program, there were 18,000 Foster Grandparent volunteers serving in 250 federally-supported projects across the nation, working with approximately 68,000 children and young people (under the age of 21) beset by such problems as abuse and neglect, physical and emotional handicaps, drug and alcohol abuse, mental retardation, illiteracy, juvenile delinquency, or teenage pregnancy. Federal support for Foster Grandparents is approximately 140 million annually.

Senior Companion Program, modeled after Foster Grandparents, also provides stipended volunteer opportunities for low-income seniors. Senior Companions work with those over the age of 21, but particularly with the frail, home-bound elderly. In fiscal year 1988, the 13th year of the program, 7,000 federally-sponsored Senior Companion volunteers served in 140 projects nationwide, matched with 21,000 clients. Volunteer stations include acute care hospitals/discharge planning, home health agencies, senior centers, nursing homes, hospices, and community mental health agencies. Federal support for Senior Companions is approximately $25 million annually.

12/88

Frances F. Butler, Washington Representative
1048 Bingham Terrace
Reston, Virginia 22090
(703) 860-9570

Mr. KILDEE. Ms. Dowling

Ms. DOWLING. Good morning.

Members of the committee, thank you for inviting us here today. My name is Winifred Dowling and I am the president of the National Association of RSVP Directors and the director of the Retired Senior Volunteer Program in El Paso, Texas.

We have written testimony to be submitted. I would like to summarize it here.

Mr. KILDEE. Without objection your entire testimony will be made part of the record. You may summarize.

Ms. DOWLING. In its 18 years of existence, the RSVP program has grown to 750 projects with over 400,000 volunteers. Membership in the National Association of RSVP Directors includes 70 percent of those projects. Our essential purpose is to support the improvement of RSVP programs and to advocate for older Americans as a vital national resource.

I wish I could describe for you a typical RSVP volunteer. It is one of the hardest things. When people ask what is a Senior Companion or a Foster Grandparents, and we work with both programs, it is easier to answer; but the 400,000 RSVP volunteers probably have 50,000 different job descriptions. It is really hard. One of our board members says, "Well, RSVP is a 400,000-pound gorilla that can go anywhere and do anything."

I thought I would just give you a thumbnail description of my project in El Paso just to give you a brief idea. Sixteen-hundred volunteers. The minimum age is 60, of course. Our oldest volunteer is 104. People always gasp when they hear that. They work at 121 different sites. Of course, many volunteers do very traditional kinds of volunteer work like working in hospitals, schools, day-care centers, museums. But there is also some, in my project, in all the projects, some uniquely designed volunteer roles.

In our city, we have some very complicated roles—people working with the police department, with the sheriff's department. We even had a volunteer for a while who was a cook in the county jail. But we have retired Ph.D.'s that do historical research, and we have people who have—particularly because El Paso is on the Mexican border, there are people who don't speak English, some who have never been to school. Yet we have been able to find some really valuable volunteer opportunities for them.

What is important about RSVP as a purely volunteer program with no stipend is that we make a special effort to recruit people who might not otherwise volunteer. That means men who are less apt to volunteer than women. It means retired professionals who have maybe a notion of traditional volunteerism.

They say I don't want to work in a hospital gift shop. They think there is nothing else available.

We have a lot of handicapped people in RSVP. We make a special effort to involve as many handicapped people as we can because we feel that even severely handicapped and frail people still want to have a chance to be RSVP volunteers.

The association completed a survey recently. We have for the first time some estimate in incomes of RSVP volunteers. 41 percent are low income, 49 percent middle income, 10 percent are upper income.

We think it says a great deal about this program that there are some 160,000 low income volunteers who are willing to serve with no recompensation at all. And in many cases, out of pocket expenses for themselves.

We would like to go into several recommendations we have for changes in the Domestic Volunteer Services Act.

First, we would like to see the RSVP purpose clause clarified to reflect the significant considerations made by RSVP volunteers, and the benefits to their communities and to themselves.

We also recommend that the entire subsection on nonstipended volunteers be deleted.

The plan is simply not working. We understand that nationwide there are currently 82 nonstipended volunteers. There are many RSVP projects that alone have 80 or more people doing what action calls nonstipended work, foster grandparent or companion type work.

All three older American volunteer program associations agree that the nonstipended volunteer provisions is not an effective way to either expand volunteer opportunities or improve client services.

I was glad to hear the director say essentially the same thing this morning, when she said the bottom line is that Action wants to have more older Americans in intergenerational programs and serving the frail elderly no matter what they are called.

Well, that has been our argument all along. All three associations from the very beginning felt that this nonstipended provision was something that did not make a lot of sense.

That RSVP is indeed the "nonstipended" program and that we will continue to make every effort to expand our intergenerational and frail elderly programs.

We—especially RSVP—are concerned about the lack of national public awareness support for RSVP.

Public information is particularly essential for RSVP projects particularly because of our continuing recruitment efforts and because of RSVP's size and complexity.

It helps a great deal for a local project to have people understand what RSVP is all about. If we could get more national support, they would—people would understand better what RSVP was, particularly since RSVP makes up 84 percent of all Action volunteers, and the amount of time and effort that public affairs puts into supporting Action with public relationship is very, very small.

There is no cohesive national policy to support RSVP. We hope that that will change.

To try and fill the void in the meantime, the National Association of RSVP directors has designated a national promotional theme.

Last year, the publicity that we had during volunteer week resulted in over 300 newspaper articles. National TV coverage, and dozens of local TV and radio stories.

This year the theme will be hats off to volunteers. We will also honor the 22 volunteers who are over 100 years of age.

I wanted to add concerning long terms care, we applaud you, Congressman Kildee, in taking the initiative in the new part D of title 3 providing in-home services for the frail elderly.

As you know, RSVP volunteers were already widely involved in all kinds of friendly visiting, companion type programs for the frail elderly.

They helped, but in some cases they substitute for other home care. We feel that in providing long terms care alternatives, there should be a formal role for volunteers. We are very happy to work with senior companions in this capacity.

We believe that Action should be encouraging the work of private sector organizations and associations that promote senior volunteerism.

A case in point is our own association.

I would just like to briefly tell you some of the things we have been doing in the last couple of years.

We have been responsible for two significant public private partnerships.

The first was in collaboration with Laubach Literacy Action with the Dayton Hudson Foundation and Action and the second was with EXXON and Action. We were responsible for getting those two partnerships underway.

We published a how to manual for the RSVP project, developed a national awards program.

We are providing training sessions at state and national aging conferences.

We are entering into an agreement with the AARP talent bank to recruit skilled volunteers. We have been especially active in the last year in addressing national issues in the areas of volunteerism and aging with the Red Cross with the Public Health Service, the White House Conference on Aging, among others.

The association supports individual RSVP projects by offering 37 different kinds of recognition items, something very important for volunteers who don't receive pay.

We offer computer software and volunteer management books and tapes. We are a member of the Leadership Council of Aging organization and many national aging organizations.

We feel that despite all these positive activities, that Action still has a policy of not approving the use of Action resources to facilitate project directors meetings.

I'm not talking about money, but just supporting us in giving us the time to do it.

This is the kind of policy that does not further the goal of achieving the best possible RSVP projects.

We think there needs to be a congressional mandate to preclude policies like these and overturn the present restrictive policy.

As part of RSVP's ability to respond to urgent community needs, the association recommends the authorization of three programs of national significance in the areas of literacy, respite care and library programs for latchkey children.

In terms of literacy, we collaborated as I said before on the very successful national RSVP literacy project.

However, it was discontinued by Action on December 31st of last year.

As we believe the tremendous need for programs in adult literacy should continue to involve RSVP volunteers, and we should build on the clear success of the national RSVP literacy project.

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Respite care is an area where volunteers can very uniquely service.

The National Association worked with Action on the recently completed evaluation of family caregiver services.

We very much agree with the general conclusion that using volunteers in respite care is something that should be increased.

We also support a much expanded involvement of RSVP volunteers working with latchkey children and and libraries.

We would like to recommend an authorization level of $2 million for each of these three national initiatives.

We estimate that the full authorization would enable RSVP projects to add another 66,000 volunteers.

In one respect, we would like to see Action go backward. I am referring to the staffing of the older American volunteer programs, as Donna Alvarado said, 93 percent of volunteers in the agency are older Americans and yet the staff of OAVP has been—as OAVP has continued to grow, OAVP standing for Older American Volunteer Programs, the staff has been cut back.

We would like to see the OAVP director position reelevated to a presidential appointment, and the reinstatement; of three separate positions for foster grandparents, senior companions and RSVP.

We recommend a 5 percent annual increase in funding levels. I did want to address something that Mr. Grandy and Mr. Poshard were asking about.

You were asking from a rural point of view how can your—how can some of your nonprofit organizations get Action grants.

The fact of the matter is that for seven of the eight years of the Reagan Administration, the administration never asked for any increased fundings, so that the only—for seven of those eight years, not including the last year, the only increase in funding, therefore the only increase in availability of grants, has been through Congressional support.

But even with that, there have been very few new projects except for the—senior companions.

There are 44 new projects in senior companions. It doesn't matter how many Action people you have in Chicago or Des Moines, the chances of somebody in your district getting a new Action grant is virtually nil at this point.

There is no money.

RSVP projects have had real hardships over the past decade because Action grants have no mechanism to deal with inflation or with the growth of project.

I can tell you that, for instance, my project has grown from 500 to 1500 volunteers in the last six years with only one little increase last year from the Federal Government, but nationwide in the last eight years, RSVP has grown by 100,000 volunteers, from 300 to 400,000 volunteers with virtually no increase in federal funding.

I think that's terrific.

RSVP projects did receive a 3.4 percent increase last year after more than a decade without any inflationary increases.

We feel there needs to be a provision built into the authorizing legislation to insure that grantees receive a minimal COLA each time their annual grant is renewed.

I am also so proud to be associated with RSVP. I enjoyed so much what you said, Congressman Kildee, about the possibility of being a director of Action.

I feel I have one of the best jobs there is, too. I also have lived in several countries. I know that particularly in the Western Europe, for instance, social services are often frankly ahead of what we manage to do here in the United States.

But when it comes to volunteerism, particularly when it comes to senior volunteerism, we are so far ahead of the rest of the world, it is extraordinary.

I really am proud to be part of something that is such a national movement, that is just barely beginning to be part of other countries' aging programs.

I would like to thank you, especially Congressman Kildee, for your awareness of the great national resources we have in older people.

We are very grateful for your commitment and for your legislation that encourages the increasing involvement of senior volunteers.

Thank you, Congressman Kildee, Members of the Committee, for the opportunity to appear here today on behalf of the National Association of RSVP directors.

[The prepared statement of Winifred Dowling follows:]

Prepared Statement

of

Winifred Dowling, President
National Association of RSVP Directors

to

Subcommittee on Human Resources
Committee on Education and Labor
U. S. House of Representatives

February 24, 1989

Congressman Kildee and Members of the Committee, thank you for inviting us to present testimony on legislation to reauthorize the Domestic Volunteer Service Act. My name is Winifred Dowling. I am President of the National Association of RSVP Directors and the Director of the Retired Senior Volunteer Program in El Paso, Texas.

In its 18 years of existence, the Retired Senior Volunteer Program has grown to 750 projects with over 400,000 volunteers. Membership in the National Association of RSVP Directors includes 70% of those projects. Our essential purpose is to support the improvement of RSVP programs and to advocate for older Americans as a vital national resource.

I wish I could describe for you a typical RSVP volunteer. But the scope and range of their activities is so great that it is impossible to provide a capsule description. One member of our Board has described RSVP as a "400,000 pound gorilla that can go anywhere and do anything." We who work with RSVP volunteers have no doubt they can go anywhere and do anything.

Perhaps a brief outline of the RSVP project in El Paso, Texas, can give you some ideas of the wonderful complexity of RSVP. There are 1,600 RSVP volunteers in El Paso, ranging in age from 60 to 104 years old. Although most of the volunteers are in their 60s and 70s, close to 200 are in their 80s and 90s.

Their backgrounds include retired truck drivers, college professors, retired military, housewives, nurses, accountants, farmers, teachers, secretaries, cooks, executives, etc., etc. Their education can range from PhDs to people who have had no formal schooling at all. The volunteers work at 121 different sites, including nursing homes, senior centers, schools, museums, and day care centers. Volunteers often work in less traditional ways, for example, with the Police Department, building housing for the homeless, acting as role models for teenaged parents, helping organize a model program for long-term care, acting as a watchdog for health care costs, doing historical research, tutoring illiterate adults, and so on.

That same story could be repeated 750 times with a breathtaking variety of volunteer job descriptions. The RSVP program is meant to provide meaningful opportunities

for volunteer service. We do not just fill slots, but rather try to fashion the best job for each volunteer. We make a special effort to recruit those who might not otherwise volunteer. That includes trying to involve more older men, more minority volunteers, more retired professionals, more handicapped people. It is not well known that RSVP volunteers can be in wheelchairs, or use walkers; they can be blind or deaf; they can be homebound or nursing home residents. Even severely handicapped and frail elderly still want an opportunity to contribute, and RSVP is that channel.

I have only briefly touched upon the major aspects of RSVP, but I think you can see how difficult it is to explain who RSVP volunteers are and what they do. One thing is clear: RSVP volunteers do not belong to the "Me Generation."

The Association completed a survey recently and we have, for the first time, some estimates on incomes of RSVP volunteers. According to the survey, 41% are low income, 49% middle income, and 10% upper income. It says a great deal about the volunteers and the program itself that 160,000 low-income people are willing to volunteer their services without recompense and, in most cases, at some cost to themselves.

With the greatly increased interest in national service, the National Association of RSVP Directors urges that older Americans be given an appropriate place in any plan to expand volunteer opportunities.

The National Association of RSVP Directors is grateful for the consistent support of RSVP from Congress. We have several recommendations for changes in the Domestic Volunteer Service Act that we believe will enhance the opportunities for volunteer service, respond to pressing community needs, and take into account the increasing numbers of older Americans.

We would like to see the RSVP purpose clause clarified to reflect the significant contributions made by RSVP volunteers and the attendant benefits to their communities and to themselves.

There have been a number of major studies that attest to the health benefits of volunteering--both comparing volunteers and non-volunteers and comparing beginning

and long-time volunteers. Many evaluations point to the cost savings to agencies and non-profit organizations where RSVP volunteers serve. But to know RSVP at its best is to hear stories that all RSVP directors can tell...I think of the retired executive in deep depression until RSVP gave him a new lease on life; the retired truck driver whose management skills blossomed by running a senior center; the woman crippled by arthritis who started a rhythm band at a nursing home; the volunteer with cancer who served until the last days of her life. Every RSVP director in the country could give similar examples of the capacity of RSVP to tap the human potential.

To address specifics in the Domestic Volunteer Service Act, we recommend that the entire subsection on non-stipended volunteers be deleted. Our view has been that the notion of non-stipended volunteers in the Foster Grandparents and Senior Companion programs is simply duplicative of what RSVP projects already are doing or could do. It places unnecessary administrative burdens on Foster Grandparents and Senior Companions projects. The plan has simply not worked. We understand that nationwide there are currently only 80 non-stipended volunteers. There are many RSVP projects that alone have more than 80 volunteers doing Foster Grandparent- or Senior Companion-type service. All three Older American Volunteer Program Associations agree that the non-stipended volunteer provision is not an effective way to expand volunteer opportunities or client services.

Regarding the promotion of the Older American Volunteer Programs, we would encourage ACTION to make a significantly greater effort to promote, support, and coordinate the OAVP programs at the national level.

We are concerned about the lack of national public awareness support for RSVP. Although RSVP volunteers make up 80% of all ACTION volunteers, it would be generous to say that 20% of the time, money, and materials available to ACTION Public Affairs is actually spent on RSVP. During the past few years there has been no policy of placing articles about RSVP volunteers in national publications; the last RSVP film was made in 1979; the last RSVP TV spot was aired four years ago; there have been no

new RSVP flyers or brochures for several years; the Older American Volunteer Program publication has been discontinued, and RSVP is scarcely mentioned even in ACTION's in-house newsletter.

Public information is essential for RSVP projects, particularly because of our continuing recruitment efforts and because of RSVP's size and complexity. ACTION recognizes this and encourages as much public relations as possible on the local level. Nonetheless, RSVP can be a much more effective program with a strong national identification, and ACTION has not lent its public affairs efforts towards this goal.

To try and fill this void, the National Association of RSVP Directors has designated a nationwide promotional theme every year to recognize RSVP volunteers. Last year the publicity during Volunteer Week resulted in over 300 newspaper articles, national TV coverage and dozens of local television and radio stories. This year the theme will be "Hats Off To Volunteers" and we will also honor the 22 RSVP volunteers who are over 100 years of age.

The National Association of RSVP Directors recommends the coordination of long-term care initiatives and the frail elderly service program of the Older Americans Act. This is the kind of coordination that benefits all participants.

We applaud Congressman Kildee in taking the initiative in the new Part D of Title III providing in-home services for the frail elderly. RSVP volunteers are already widely involved in services to the frail elderly; volunteers can perform services which augment--or in some cases, substitute for--other home care. We feel that in providing long-term care alternatives, there should be a formal role for volunteers. Further, we believe that a defined working relationship should be established between the Administration on Aging and ACTION to promote interaction between these two programs.

We believe that ACTION should be encouraging the work of private sector organizations and associations that promote senior volunteerism. A case in point is our own RSVP Directors Association. The Association has been responsible for two significant

public/private partnerships--the first in collaboration with Laubach Literacy Action, Dayton Hudson Foundation and ACTION and the second with Exxon Corporation and ACTION. We have published a how-to manual with the American Association for International Aging to show interested persons around the world how to start an RSVP program. We developed a national awards program to honor both ACTION employees and private organizations who support RSVP; the Association provides training sessions at state and national aging conferences, such as the Delaware Conference on Aging and the National Council on the Aging.

We have entered into an agreement with the American Association of Retired Persons Volunteer Talent Bank to recruit skilled volunteers. We have addressed national issues in the areas of volunteerism and aging with the Public Health Service, Year 2000 Health Objectives Consortium, the American Red Cross Volunteer 2000 Conference, the 1991 White House Conference on Aging, among others. The Association supports individual RSVP projects by offering recognition items, computer software and volunteer management books and tapes. We are a member of the Leadership Council of Aging Organizations, Generations United, the Long Term Care Campaign, Advocates Senior Alert Process, and the National Association of Families Caring for their Elders. We work closely with AARP, NCOA, American Association for International Aging, to name a few.

Despite all these positive activities by the National Association of RSVP Directors, ACTION has a policy of not approving the use of ACTION resources to facilitate Project Directors Association meetings. This is the kind of policy that does not further the goal of achieving the best possible RSVP projects. There needs to be a Congressional mandate to preclude policies like these and overturn the present restrictive policy.

As part of RSVP's ability to respond to urgent community needs, the National Association of RSVP Directors recommends the authorization of three "Programs of National Significance" to include components that further involve RSVP volunteers in literacy programs, respite care, and library programs for latch-key children. Many

RSVP projects have experience in these areas, but it is not an exaggeration to say that every one of the 750 projects could successfully match volunteers with positions in literacy, respite care, or latchkey programs.

In terms of literacy, ACTION collaborated in the very successful National RSVP Literacy Project in partnership with the National Association of RSVP Directors, Laubach Literacy Action and the Dayton Hudson Foundation. This notably popular project (over 60% of RSVP projects asked to receive information through joining the RSVP Literacy Network) was discontinued on December 31, 1988. We believe the crushing need for programs in adult literacy should continue to involve RSVP volunteers, and we should build on the clear success of the National RSVP Literacy Project.

Respite care is an area where volunteers can uniquely serve. It is recognized that the need for help to family caregivers has increased beyond the community's ability to respond. The National Association of RSVP Directors worked with ACTION on the recently completed evaluation of family caregiver services. We heartily agree with the general conclusion of the study that "ACTION's family caregiver services are much needed, high-return volunteer activities, warranting both appreciation and expansion."

The third national initiative is in the area of intergenerational programming. We have discussed the library after-school program with Congresswoman Olympia Snowe's office, and we support the wide involvement of RSVP volunteers working with latchkey children in libraries. RSVP volunteers have been working with a variety of programs with latchkey children and ACTION has just launched a library after-school program at 13 RSVP project sites.

We are recommending an authorization level of $2 million for each of the three national initiatives. We estimate that the full authorization would enable RSVP projects to recruit as many as 66,000 additional RSVP volunteers.

We are very much in favor of elevating the position of Director of the Older American Volunteer Programs (OAVP) to a Presidential appointment and of reinstating

three separate positions to direct RSVP, the Senior Companion, and the Foster Grandparent Programs. In the early years of ACTION, the OAVP Director position was a Presidential appointment. It would certainly enhance the program to return the position to this level, and it would provide for more focus. It is equally true that each of the three OAVP programs deserves an individual chief to direct the national efforts.

The National Association of RSVP Directors recommends a 5% annual increase in funding levels. There are now over 400,000 RSVP volunteers, but there are 35 million Americans eligible to join RSVP. The cost-effectiveness of RSVP is undeniable: fielding one volunteer for an entire year has a federal cost of $91. We would like to ask for a percentage increase higher than 5%, but given the realities of the budget we will keep our recommendation at 5%.

RSVP projects have had real hardships over the past decade because ACTION grants have no mechanism to deal with inflation. Congress tried to relieve some of this pressure by allocating a one-time COLA for FY88. Thus RSVP projects received a 3.4% increase last year after more than a decade without inflationary increases. We feel there needs to be a provision built-in to the authorizing legislation to insure that grantees receive a minimal COLA each time their annual grant is renewed.

We are proud to be associated with RSVP, and we look forward to working with you as you develop your legislation. The very notion of senior voluntarism has only emerged in the last 25 years. It stands on the threshold of much greater influence in retired peoples' lives. It is ironic that the enthusiastic promoters of national volunteer service have overlooked the vast contributions of older volunteers.

We would like to thank you, especially Congressman Kildee, for your awareness of this great resource. We are very grateful for your commitment and for the legislation that encourages the increasing involvement of senior volunteers.

Thank you, Congressman Kildee and members of the Committees, for the opportunity to appear here today on behalf of the National Association of RSVP Directors.

R S V P

NATIONAL ASSOCIATION OF RSVP DIRECTORS, INC.

PRESIDENT
Winifred Dowling
2 Civic Center Plaza
El Paso, TX 79999
915 541-4374

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HISTORY

The National Association of RSVP Directors, Inc. was created in 1976 in Chicago, Illinois, at a meeting of interested RSVP Directors from across the country. Officers were elected and were charged with developing by-laws and operating procedures. The organization is incorporated in the State of Indiana and has 501(c) (3) status.

PURPOSE

The purpose of NARSVPD, Inc. is to provide visibility and advocacy for RSVP; to encourage a network of communications among RSVP Directors and projects; and to be a vehicle for expression of majority opinion on behalf of RSVP and older Americans to ACTION, the Administration on Aging, Congress, and other appropriate governmental and national organizations.

STRUCTURE

Active membership is open to all RSVP Directors. Active members have voting privileges. Associate membership is available to other RSVP project staff and to all other interested persons or groups. NARSVPD, Inc. is operated through a Board of Directors. The Board of Directors is composed of nationally elected officers (President, Vice President, Secretary, Treasurer) and nine Regional Representatives. The Board of Directors meets twice a year. The fall meeting is held in Washington, D.C.

NATIONAL AGENDA

PROFESSIONAL DEVELOPMENT OF RSVP Directors through workshops and training programs of technical assistance.

RESOURCE DEVELOPMENT through networking with both the private sector and public agencies.

ADVOCACY for older Americans as a national resource.

COMMUNICATION on issues and ideas relevant to RSVP.

REPRESENTATION for those served by RSVP, speaking on their behalf before national government agencies and other national organizations.

MANAGEMENT of RSVP: to aid in RSVP project management through the development of surveys and data bases.

FOR MORE INFORMATION, CONTACT:

Winifred Dowling, President
2 Civic Center Plaza
El Paso, TX 79901-1196
(915) 541-4374

Frances F. Butler, Washington Rep.
11481 Bingham Terrace
Reston, VA 22091
(703) 860-9570

RSVP DIRECTORS ASSOCIATIONS ACCOMPLISHMENTS

Developed public/private partnership with B. Dalton Booksellers, Laubach Literacy Action, and ACTION to fund RSVP components in adult literacy.

Developed public/private partnership with EXXON and ACTION to recruit more men into RSVP.

Developed and published "how-to" manuals with the American Association for International Aging to show interested persons around the world how to start RSVP. Supported the "sister cities" concept of RSVP projects in Mexico. The first was established in 1988.

Assists Directors across the country in securing State and local funding of RSVP. In one State, Alabama, the State Directors Association is the recipient of State funds for allocating to projects.

Promotes the Older American Volunteer Programs during National Volunteer Week, with activities such as the national balloon launch organized in 1988.

Developed nationwide agreement with the Volunteer Talent Bank of the American Association of Retired Persons.

Developed national awards programs, such as the annual award to an exemplary ACTION employee.

Presents training sessions and workshops at annual conferences of volunteer and aging organizations, such as the Delaware Conference on Aging and the National Council on the Aging.

Addresses national issues in the area of voluntarism and aging in the Public Health Services Year 2000 Health Objectives Project, the American Red Cross Volunteer 2000 Conference, the 1991 White House Conference on Aging, among others.

Conducts association surveys to improve programming, such as the surveys on computerization of projects, salary and benefit levels, and information on volunteers and sponsors.

Supports individual projects with recognition items, computer software, and public relations aids, including press releases and radio spots.

Members of the Leadership Council of Aging Organizations, Generations United, The National Association of Families Caring for their Elders, Year 2000 Health Objectives Consortium.

Mr. KILDEE. Thank you very much for your testimony. I think volunteerism in this country probably finds its roots back in the barn raising type of attitude we had as a pioneer country.

Most of us probably have rural roots. I know I do, although I was born in the big city.

It is a very strong phenomenon in America; volunteerism is part of our greatness.

I am glad you mentioned part D for the frail elderly. I think that is one of the greatest accomplishments of this subcommittee, that part D.

I wish the appropriations committee would fully fund that.

It was a great accomplishment. It was absolutely bipartisan. We had support on both sides in this committee and on the Floor, too.

I am glad you mentioned that.

Ms. Williams.

Ms. WILLIAMS. This is a great honor, to be here. I think Congressman Tauke for assisting and thank you, Chairman Kildee, for having me here.

As you know, I am Marian Williams, from Dubuque, Iowa. I have been with the Retired Senior Volunteer Program for 15 years. Congressman Tauke's mother Esther was real active in this field of aging and helped start and was on my advisory council for many years.

You mentioned that his—Congressman Tauke's father, Joe is also a volunteer at the law enforcement center.

In my 15 years with RSVP, I have seen him change both in the direction and concept of volunteering.

At one time volunteers were recruited to help with meal programs, do mailings, and other things, and it was set up to help full the needs of the senior volunteer.

As a Member of the National Association of RSVP Directors, I feel this group has helped change the concept of volunteering.

We are recruiting the handicapped. One lady in the nursing home does phoning regularly to remind people of meetings and to remind them for the YW that their membership is expiring, et cetera.

Another volunteer had a stroke last year, was very active and is now confined to a wheelchair. Quite an alert man. Fortunately, the stroke did not affect his speech. So he—I talk with him. He was quite depressed. About the same time I was talking to a middle school principal. He said he had a need to have some books put on tape for some of his students with reading disabilities.

So Carlton jumped at the chance. He is now doing a lot of that from the home. He can do it in between his therapy and it is just a tremendous opportunity.

A lot of times we have to go out and create these volunteer opportunities, but it fills certainly the community need as well as the volunteer need.

The senior volunteers have as diversified backgrounds as any other group. They include the retired professionals, the blue collar workers, the low income, the middle income, the upper income, as was brought out earlier. men, women, minorities, handicapped, the educated and the uneducated.

I have a problem with "un" or "non." I feel like a nonperson.

We have such a wide variety of volunteer opportunities and a wide variety of volunteer needs from the community. So we are able to place most all volunteers, the widowed men are interesting.

My testimony I presented earlier, which I would like put on record——

Mr. KILDEE. It will be made part of the record.

Ms. WILLIAMS. I talked about two men whose family members had called me. They were very depressed. The one man gave the shells of his gun to his daughter so he would not kill himself.

The wife had taken care of everything. The other man was in mental health. Now they're volunteering together. They patrol the grounds of the hospital because they were having a lot of trouble with vandalism. They have cut vandalism 70 percent.

They stay at the hospital. They have supper at night together, and they have also joined support groups and they are helping bring in other men.

They have brought in three other recently widowed men to volunteer. So it is really a great experience and the man is out of mental health.

RSVP have given many volunteers a new beginning in life. They are helping in the parks with natural resources, crime prevention in museums, in schools, hospitals.

A lot of the men are visiting nursing homes, playing cards with residents in nursing homes. A few years ago, you couldn't get a man to go in there except to visit a family member.

Now we have them doing it regularly. As we all are aware, Mrs. Bush is concerned about feeding the hungry. Without RSVP in many areas, and the senior volunteers, this would be almost impossible to accomplish.

Volunteers are helping in the meal programs. In food pantries in Dubuque alone, they are feeding almost 100 a day to a sit down, hot dinner that is prepared strictly by volunteers.

It is just a tremendous thing. I stop in and eat with them occasionally and I think it is so nice to see the volunteers sealing one on one with the hungry and there's families that come in. Many of them are homeless, this is in conjunction with a mission so they always can stay there.

There are about 300 volunteers in the Second Congressional District of Iowa, giving respite care. This is not necessarily 20 hours a week, but it is several days a week. They are giving time to the primary care giver. So they can leave the home. They can go grocery shopping. They can get their hair done, whatever. They are helping with the cancer patients, through the cancer mound group and so forth.

They are helping with other debilitating diseases. This is keeping this patient possibly out of a nursing home for a longer period of time because the primary caregiver can have the opportunity to get out and away from it.

The retired senior volunteer program, contrary to some thoughts, some people's thoughts, is not a wealthy person's program. Volunteers as well as directors come from all walks of life.

There's no income guidelines to be a volunteer. They do not receive a stipend. In many of our cases, they are not receiving reim-

bursement, because there is not enough money to reimburse them for their mileage or transportation expenses.

This is very sad. As I said, we are recruiting persons from all walks of life, but we do make a special effort to find the low income, the handicapped, minority persons. If we have the senior companion program or foster grandparents program in our communities, we make the referral, the same as they make a referral to us.

In our case, we do have a foster grandparents program, but many times they will work 10 to 15 hours a week. They do not want to commit to the five—or the 20 hours a week because they don't want to give up their quilting group at church or something.

Funding is a concern. I was so careful when I did my written report for watching typos, I made a major one. I put in there 4.3 percent COLA increase. It is 3.4

Mr. KILDEE. We will make that correction.

Ms. WILLIAMS. Thank you. Of all of them I could have done——

Mr. KILDEE. It is better to err that way.

Ms. WILLIAMS. That is our first increase from Action in the last ten years. Currently we are trying to maintain our programs which is being done with great difficulty. We feel there is a need to be growing. There is a need for additional programs and additional money could help the existing programs expand into other communities.

Mr. Grandy asked before, as did Mr. Poshard, about going into rural communities. In my area I have had to close two other counties near me because of lack of funding. We are touching five counties. I would love to be able to go into all five of then. But there is no money in those and these small communities could not give local support to it.

It was one of the most difficult things I have ever had to do. The one was able to continue on their own. The other one just closed up their volunteer program.

With very minimal monies, we could expand into other communities with satellite programs.

In Iowa currently, we are covering 35 counties out of 99. That is a sad ratio. I understand that that is about the same ratio as it is nationwide. One-third of the counties have a retired senior volunteer program in them.

The cost of RSVP, I feel, is quite minimal. Other ones are getting the same amount of the grant as I am.

So I think we could do so much more with expansion if there were monies available.

We really would like to offer our volunteers reimbursement and we try to reach the low income and offer them reimbursement for transportation.

But we are never sure who is low income because we have no income guidelines to be a volunteer. It hardly seems fair, because a lot of the other volunteers are going out three, four, five days a week and helping and we don't have it in our budgets.

The RSVP programs a very flexible and we wee the program as having a large growth potential.

It would be nice if we could say in five years we will cover two-thirds of the counties. We identify the need and we see volunteers as the solution to many of the community needs.

I thank you for allowing me to speak today and if you find the money, I would be glad to expand into other counties.

[The prepared statement of Marian Williams follows:]

Prepared Statement of:

Marian Williams,

Retired Senior Volunteer Program Director

Dubuque, Iowa

To:

Chairman Dale E. Kildee

and Members of the Subcommittee on Human Resources

Congressman Kildee and Members of the Committee:

I'm Marian Williams, Retired Senior Volunteer Program Director from Dubuque, Iowa. Thank you for inviting me to give testimony on legislation to reauthorize the Domestic Volunteer Service Act. I have been working with the Retired Senior Volunteer Program for fifteen years and have held the position of Director since 1975.

Congressman Tom Tauke's mother, who is deceased, served on the Advisory Council of the Dubuque Retired Senior Volunteer Program for six years. I had the pleasure of having her as a friend and also a person I could call on for help and advice as needed. Esther was instrumental in promoting volunteerism in the area as she was working in the field of aging.

The Retired Senior Volunteer Programs are helping many communities in interesting ways. Congressman Tauke's father, Joe, has been an RSVP volunteer at the Dubuque Law Enforcement Center for many years. He currently volunteers at the information desk and assists staff with other duties as necessary, including writing notices for delinquent parking tickets, filing, and helping people fill out information forms.

Volunteers are also working with law enforcement personnel in crime prevention for older persons. Door and window locks have been installed for elderly and handicapped families. These devices are being installed at low cost or no cost. Home safety is important, and volunteers help with home repairs such as repairing hand rails, windows, installing smoke detectors and other things to make people feel safer. Many times these simple repairs enable people to remain in their own homes a little longer and put off the necessity of entering a nursing home too soon.

Retired Senior Volunteers prepare and serve meals at the Rescue Mission in Dubuque seven days a week to between 50 to 100 homeless and hungry individuals and families. The volunteers also work at the Food Pantry and Salvation Army, helping prepare and distribute food boxes to needy families.

In Cedar Rapids, Iowa, the Public Library and the Retired Senior Volunteer Program have launched an after school program for children age nine and older. **PROJECT ASK** (After School Kids) brings RSVP volunteers together with children who need assistance with homework, reading or writing skills and research projects. Senior Volunteers, trained in library skills, work individually with children to help them learn to use library resources. The library is staffed by Senior Volunteers Monday through Thursday afternoons from 3 to 7 p.m. Many of these young people would have to return to an empty house because parents are still at work.

Literacy is a problem we are all concerned about. Many hundreds of Retired Senior Volunteers are assisting with literacy counseling in cooperation with community colleges and other agencies. Currently one Senior Volunteer in Dubuque is teaching three students. Through volunteers, we are finding more persons needing literacy counseling.

Many Senior Volunteers in Dubuque have been trained in financial counseling through the County Extension program. These volunteers are helping families and individuals plan budgets and are making referrals to other agencies, if necessary.

About a year and a half ago a lady called my office concerned about her father, Ed, who had recently been widowed. He was threatening suicide and was very serious about it. She brought him to my office for an interview and I found that he would really like to volunteer in the hospital in which his wife had died. As he had knee surgery several months previous, he felt that walking could be good for him. I contacted the maintenance department of The Finley Hospital and as the hospital is located near a junior high school, there had been some trouble with vandalism. Ed consented to patrol the parking ramp and grounds every weekday afternoon.

Six months later I received another phone call from a lady who was concerned about her father-in-law having recently been widowed. He, too, was seriously considering suicide. I talked to Ken and introduced him to Ed. They formed their own support team and are now helping five days weekly at the hospital. They are also taking part in a support group and are participating in other community activities. This is really a part of suicide prevention.

The Retired Senior Volunteer Program volunteers can and often do the same type of volunteering that is done by Foster Grandparents and Senior Companion Programs. The Retired Senior Volunteers do not receive any stipend, however.

Retired Senior Volunteers are helping in schools on a regular basis. Almost ten years ago, Lela came to the RSVP office to inquire about volunteer opportunities. After she completed the registration form, we discussed various ways volunteers were needed. One pressing area was in an elementary school helping students with learning disabilities. Her trepidation was great, as she did not have a degree nor had she ever taught school. After the principal and I explained that it wasn't necessary, she consented to try one morning a week. Within a month, Lela had changed her personal calendar and was helping four mornings a week. She continues to do this yet; the children love her, and she is having a meaningful experience in life. She does not receive a stipend for her work with these learning disabled children.

Another area of assistance to children is the **"Every School Telephone Help Line."** This is a point of contact for information and/or support for children when home alone or without adult supervision. The youngster may call the Senior Volunteer daily from 3 to 7 p.m., just to tell a happy story of something that happened at school. The volunteer provides some positive reinforcement or encouragement. Sometimes the child will call because he is frightened or someone is at the door or maybe it is a windy day and there are different noises in the house. Many times the children are just lonely. About 150 calls are received monthly in this program in Waterloo, Iowa.

The Retired Senior Volunteer Programs, of course, recruit for the traditional volunteer-type opportunities; however, many of the volunteers are helping with non-traditional work. One of these areas is providing respite care. This enables the primary care giver an opportunity to leave the home for short periods of time to do grocery shopping, doctor appointments, hair or barber shop trips, or possibly just give them a chance to be alone. In the second congressional district of Iowa, there are about 300 families receiving respite care from Senior Volunteers.

Mary has been a volunteer for many years. She is now 85 years old and hasn't been slowed down a bit. Currently she is helping the Red Cross, American Cancer Society, Dubuque Museum of Art, Greater Dubuque Development Corporation, Hillcrest Family

Services, United Way, and is willing to assist as needed and when called by our office. She give between 30 and 40 hours weekly. All of this work is outside her own home and she walks to most of the assignments.

Telephone Reassurance Programs are also a help to people wanting to remain in their own homes. In cooperation with The Finley Hospital, sponsor of RSVP in Dubuque, Iowa, the program is staffed by volunteers in the Emergency Department. At a prearranged time daily, a volunteer calls the persons to assure their well being. If the recipient has a health complaint, a nurse will call later to ascertain if medical help is needed. In the case of no one answering the phone, emergency procedures go into effect. This includes contacting a neighbor or relative and, if necessary, the police. Many Retired Senior Volunteer Programs have very similar programs to help the elderly remain independent. One case is a couple living alone--the man was wheelchair bound and quite senile, so his wife always answered the phone. On this particular day the husband answered and the volunteer was not able to talk to his wife. He stated that she couldn't come to the phone at the time. The volunteer persisted and finally he said she way lying on the floor and couldn't get up. An ambulance was called and she was taken to a hospital for the necessary care.

Another program instituted by Retired Senior Volunteer Program Directors is **BABES** (Beginning Alcohol Basic Education and Studies). This is substance abuse prevention work with puppets to promote living and self concepts for children. Retired Senior Volunteers go to schools and day care centers with their puppets and script and assist in helping young children understand the problems and prevention methods. It has been very successful in many areas across the nation.

When Don came to the office he really was interested in getting involved as a volunteer. His hobby is woodworking. That was perfect, as a school for severely and profoundly handicapped needed some equipment that was cost prohibitive for them to purchase. They gave Don a picture of the items and he proceeded to make chairs to fit two children with a special need. He also made a conveyor to help with sorting cans and bottles. This is a dexterity exercise for these children. These special students now have equipment that may not have been possible if an RSVP volunteer hadn't responded to the need.

Many programs provide services to senior citizens, and Retired Senior Volunteers provide community service. Where there is a need, there is a Retired Senior Volunteer.

Alberta retired a few years ago as an executive secretary to the superintendent of schools. She wanted to volunteer, but not too often. She said there were only so many walls to wash, cabinets to clean and other housework to be done. But, again she reminded me that she didn't want to get tied down to volunteer work. One half day a week would be enough and maybe more than enough. I asked her to help at the United Way office with some typing and she consented but said, "I don't want to be tied down." A month later she phoned to say that she was back in the world of the living again and was volunteering two full days and a half day weekly.

Senior Volunteers also help with **VITA** (Volunteer Income Tax Assistance). This involves assisting older persons in filling out their income tax forms. Volunteers receive extensive training to accomplish this assignment.

A big problem Retired Senior Volunteer Program directors are having is fundraising. It seems we are spending as much time trying to raise money to maintain the program as we are trying to find volunteers to fill the community needs. Not only do we want to maintain--BUT--we want to grow and that is becoming more difficult on the limited monies available. Fund raising is a very genuine concern for us. Last year RSVP received a 3.4% COLA increase, and this was the first ACTION increase in the past ten years.

RSVP recruits and places volunteers with agencies in a variety of opportunities. Although we have Memorandums of Understanding with these agencies, and we request them to keep records of volunteer hours, many times the agencies take ownership. They call them "their volunteers" and tend to forget that they were originally recruited and placed by a staff in the Retired Senior Volunteer Program. Although we do site visits regularly, there just isn't enough staff to accomplish additional visits.

It appears there is a misconception that RSVP is a wealthy persons' program. Directors and volunteers come from all walks of life. Even though there are no income guidelines to be a volunteer, many volunteers are low-income persons. The Retired Senior Volunteer Program provides opportunities for low income persons as well as providing services to assist them to become more independent and remain independent. We need to clear up the myth--**RSVP SERVICES are TO and FOR LOW INCOME INDIVIDUALS.**

There **IS** a need for funding of additional Retired Senior Volunteer Programs. In Iowa, only one new full-time program has been instituted since 1981. RSVP has grown by its own efforts. We have had to be creative and innovative with the very limited resources available. If additional monies were made available, I'm sure that most of the RSVP programs could expand and meet other needs in our community as well as in new communities.

Our reimbursement policy is to offer out of pocket expenses to all volunteers. Many of the RSVP's have had to offer it only to those volunteers we know are in the low income category and needing the transportation reimbursement. This hardly seems fair but with our budget limitations, there just is not enough money.

Although we seek out low-income, handicapped and minority persons for involvement in the community, there is also a need to find volunteer opportunities for the recently-retired persons. RSVP can be, and often is, a real life saver for the new retiree. These persons have a wealth of knowledge and need to keep utilizing their time and skills.

The Retired Senior Volunteer Programs are flexible and help to meet the community needs. RSVP not only identifies areas needing help but helps create volunteer opportunities. People need to be needed. Volunteering gives the Senior Citizen an opportunity to contribute to the community and fill both community and personal needs.

Thank you for giving me the opportunity to present testimony on behalf of the Retired Senior Volunteer Program. **Many people see retired people as a problem--RSVP sees retired people as a solution to many of our community problem.**

Mr. KILDEE. Thank you, Ms. Williams. I appreciate your testimony. I will start with a few questions here more directly on the foster grandparent and senior companion programs.

How big a role does a stipend play in enabling low income people to make a 20 hour per week commitment to serving in these programs?

Ms. MANLEY. Our people—the foster grandparents really need that money. They really do not have the money to get out each day to be a volunteer. Much as they would like to, many times they will say to me, I would love to be able to do this, to say that I would do this, even if I didn't get the money, but the truth is, I have to have that money to survive.

The income limits are quite low, as you know. I consider it very, very important. I testified on this before the Senate at the time that Action was proposing the nonstipended clause in the law.

Our people are volunteers and they talk about themselves as being volunteers. But they are always proud of this little job and their is not—I feel really good when payday comes. I feel as though I have earned it. They feel the same way.

I think that it is very, very important.

Mr. KILDEE. Dwight.

Mr. RASMUSSEN. I think I can reiterate that somewhat. I think anybody who is paid any kind of reimbursement feels somewhat more of a commitment to do the job, but to do the job well, because there is some financial reimbursement riding on their ability to complete that job.

I believe that it also helps with the 20 hour a week commitment, that that is said to them in the very beginning.

This is the commitment we are making to you with the reimbursements, and the financial ability for us to reimburse you on this.

Now we expect that you will commit yourselves to the full 20 hours a week.

Sometimes that is difficult for someone who is 75 or getting close to 80 years old, but if they know that going in up front, that that is a commitment they are making on the 20 hour work week for the financial reimbursement, that is going to help them and their lifestyle somewhat.

I think it all works together and does pull that commitment into a strong frame. We do have those individuals who do get ill. They are not able to work that full 20 hours a week for a short period of time, but knowing that their volunteer commitment kind of depends on their ability to come back and work 20 hours pulls that all together.

So I believe the stipend does have an awful lot to do with that.

Senior companions I believe have a bit more turnover than foster grandparents. We are in the private home setting. We are seeing very sick, very frail, senior elderly individuals. That can sometimes be difficult to deal with on a four hour basis, when you are in that home along, with that individuals.

In the foster grandparents setting, they have staff around sometimes in the institutions. I think that is very important because they work with some very difficult clients also. But when you are home alone or in that private home setting with someone who may

be bed-bound or terminally ill, I think that financial stipend can help pull that commitment together.

As a director, it is our responsibility and our sponsoring agencies and our volunteer stations to make sure we try to watch the burnout effort and that we place them with other clients that there is always a kind of uplifting experience for them, too. Maybe someone 90 or 95, but still sharp as a tack and wanting to get out who needs a little bit of assistance.

We all have a responsibility to that.

Mr. KILDEE. What I have seen going around my own district, the five counties I represent, is that very often that ability to earn some money for themselves enhances their own dignity as they are out trying to promote the dignity of the other person they are serving.

There is a dual dignity lifting here.

Do you find that rather common out there?

Mr. RASMUSSEN. Very prevalent. I believe I said that in my oral remarks.

The obligation of that senior companion or the foster grandparents it contributes to the independence of both the client as well as the volunteer. They have something to get up for in the morning. They have someplace to go, and the biggest thing they are doing is that they have someone to help.

Most of these people have been in the helping role all of their life anyway, especially the women. Now we are seeing a fairly high influx of men who have worked all their lives. Now they haven't had that chance to help somebody. We are seeing that grow somewhat. It is exciting to see the male, the senior male get involved in wanting to help an Alzheimer's patient or someone who is terminally ill.

The assignments are so varied that there is plenty for everybody to do. It does contribute to the independence of both.

Ms. MANLEY. Along these lines, we value work in this society. The person who is productive is the person who gets the most respect. The paycheck is an indication of a productive individual. They respond in that way. It means they are worth something.

Mr. KILDEE. Mr. Grandy.

Mr. GRANDY. Thank you, Mr. Chairman.

Let me begin by apologizing. I have to leave in about five or ten minutes to catch a flight.

Let me ask some questions about two topics, the nonstipended/stipend discussion and the cost of living adjustment.

In the nonstipend program, do you have any data that indicates how many nonstipend volunteers were at one point stipended? How many switched over?

We are talking about a small universe anyway, of, what, 80 in the entire program? How many of those were originally stipended and stayed in the program as nonstipended employees?

Ms. MANLEY. I cannot give you any numbers. I have anecdotal information of directors who have told me about nonstipended people they had, and it was interesting, they usually were in state hospitals.

It would be a spouse who could not get the stipend, who would go with the two, the married couple would go together and one would

work as a nonstipended volunteer with the husband. I did get a lady, a spouse, and she lasted for seven weeks.

Mr. GRANDY. I was just intrigued by something that was in Ms. Dowling's testimony, saying 41 percent of the RSVP program are low income, which has no stipend at all.

You just reimburse for expenses, is that correct?

Ms. DOWLING. If we can.

Mr. GRANDY. Then we have a study here that I guess was conducted by Action which you may know about which says that nonstipended volunteers worked cooperatively at many volunteer stations, many nonstipended volunteers had served on a stipended basis for many years before advancing age cut back on their ability to commit a full 20 hour week.

If we assume what Mr. Rasmussen says is true, and if we are a rapidly aging society, won't there be a market for some of these elderly folks that cannot fulfill a 20 hour work week but could perform on a lesser role who could move from a stipended category to a nonstipended category?

Isn't there a need to perhaps maintain those folks as well?

Ms. DOWLING. I will give you the example of what we do in El Paso.

If there are people who can no longer serve full time with FGP or SCP, foster grandparents or senior companions, they become RSVP volunteers.

Mr. GRANDY. You move them into the nonstipended?

Ms. DOWLING. Exactly. They are still covered by insurance which is an advantage. When we can, we reimburse them for transportation and meals.

It is a very sensible transition. Our position always was that that is what nonstipended volunteers are, RSVP.

Mr. GRANDY. I grant you that. But is there always an RSVP program to go into?

Ms. DOWLING. That is true, but almost always there is, very very rarely will you find a situation where there is not.

Mr. GRANDY. In rural areas I think that is probably more true than in urban areas.

Are you maintaining that there is an administrative burden in recruiting these nonstipended volunteers and it is not worth the cost?

Ms. MANLEY. There is an administrative burden, definitely. I have always made it a practice to over—and if it was not legal to have nonstipended volunteers before, I was never aware of that. I know other directors who were not aware of that.

I have always offered that. I have not been able to get anyone to do that.

But the more people you have, were I to have recruited—succeeded in recruiting some, then I would have more people to train, more people to supervise, and more people to offer support to, all kinds of support that we offer them.

It definitely is an administrative burden, the more we have the more work there is.

Mr. GRANDY. How much effort is put into recruiting the nonstipended volunteer? Is that a significant portion of your administrative overhead?

Mr. RASMUSSEN. Currently I believe in my project very little is added into our administrative costs for recruitment or training or anything of that sort, Mr. Grandy.

But the intent of the language says to us, "You are encouraged to do that." Whether or not we do that, is that going to be a difficult problem for us?

The encouragement we feel in there is kind of a drawback to us. If I might respond to the first part of your question in reference to the number of volunteers that were once nonstipended and then the language came in and assumed that, I am aware of one project that probably had seven or eight prior to the language, after the language, then there were also maybe seven or eight.

Mr. GRANDY. I guess in terms of administrative costs, the nonstipended volunteer is not really obligated to fulfill a 20 hour work week and is then not obligated to fill out time and attendance sheets.

So there is no enormous administrative bookkeeping and overhead for these volunteers. I wouldn't think they would cost the program a lot of money at this point.

Mr. RASMUSSEN. That is difficult for me to answer, because I have not utilized them nor do I at this point have an interest. I realize there may be a pool there. I guess I am lucky enough that I have an allocated RVSP program, and it is very close to me, and I can refer to that.

I believe the intent strays from—or it—it strays from the intent of Congress in the low income.

I feel like there are other ways to utilize those individuals and their talents, rather than pull them into what has traditionally been the low income stipended program.

I think you also have some controversy, I have heard this with some of the programs, where you have someone who is getting a stipend and someone who is not. If they get into in-service training together, that that has caused some friction.

Mr. GRANDY. I can understand that point. I'll go back to the possibility that there may be those nonstipended formerly stipended employees who want to stay in the program just because they have a commitment to service, that they believe in the volunteer component of this program. I am not sure that that is a worthwhile endeavor, to cut those individuals off.

That is my concern. Again, we are talking about a pitifully small amount of people. I am wondering what the big deal is in terms of getting rid of it or keeping it. It does not seem to cost a lot either way. I do think we should be trying to encourage as much volunteerism as we can.

I have just one more question.

Regarding the COLA, the five percent increase that you would like to see, that would go to your administrative budget in the field; is that correct?

Ms. MANLEY. If it was five percent of the total budget. Some of that could go for the needs I am describing.

Mr. GRANDY. You are talking about a five percent cost of living adjustment for the grant every year, an ongoing five percent increase?

Would that include the salaries of the people who work in the program as well?

Ms. MANLEY. Foster grandparents or the stipend?

Mr. GRANDY. The five percent cost of living adjustment would increase everything, would it not?

Ms. MANLEY. Right.

Mr. GRANDY. It would give you the flexibility to decide?

Ms. MANLEY. Well, we would have to work out the wording of the legislation to see exactly how that would work.

Mr. GRANDY. You don't want us to pass a five percent cost of living adjustment and say you cannot use it for salaries, right?

Ms. MANLEY. Are you talking about staff salaries or foster grandparent stipends?

Mr. GRANDY. Staff salaries.

Ms. MANLEY. No, no, I don't want you to do that.

Mr. GRANDY. I didn't think so.

But here is what I am asking. We are looking at these needed cost-of-living adjustments supposedly in a time of tighter dollars and kinder and gentler discussion with leaner and meaner budgets, and it occurs to me, seeing as how in Mrs. Alvarado's testimony we have seen that there is a very strong participatory element from the private sector kicking in funds here, would it be conceivable to devise a cost-of-living adjustment that would be contingent upon your ability to get the organizations in your community to help you underwrite your programs to kick in half of it?

In other words, if we came in with 2.5 percent, it would only be happening if it was contingent upon a 2.5 match by the people that underwrite you privately.

Ms. MANLEY. We have raised money locally and we have reached the end of our rope.

Mr. GRANDY. You are saying the communities themselves——

Ms. MANLEY. That is right. My own agency cut back our United Way funds by $8,000 this last year, plus the fact that there were COLA adjustments to make, so it made a cut of about $14,000 in our program and that was because they are hurting so badly with all of their programs.

The money is simply—there are so many people going after that private dollar and I think we have shown that we have been able to get that money, but the rubber band is stretched awfully far at this point.

Mr. GRANDY. Do you find the same thing, Mr. Rasmussen, in terms of soliciting the communities for funds?

Mr. RASMUSSEN. In a very large sense, but I also believe that we do have a responsibility to do that. The problem is, and where the line is drawn is that the money is easier to get when it goes directly to the volunteer. When you are able to say, "We can add four foster grandparents or two senior companions to serve 10 more individuals," they will listen more and buy into the proposal.

But if we ask them if we can use a certain percentage of that money to increase our salary or to add one staff member for five hours a week to help us recruit those five, then the dollar becomes tighter because they are concerned about the administrative costs as well as everybody is.

I get $20,000 from a hospital corporation on a yearly basis. Every bit of that money is tied to add five additional Senior Companions. They have bought into the program. They like us, they like the staff because we do a fairly good job, but if I was to ask them for $25,000 and say, "We would like to use $5000 of that for administrative costs," I don't think I would get it and I think I would jeopardize the relationship that I have there. That is the difficulty.

Ms. DOWLING. I agree it is hard to raise money, especially in rural areas. I know from RSVP that it is a lot harder for rural RSVPs to raise money than urban. However, I do think that we have a responsibility too, that we shouldn't just be here with our hands out saying we would like more money, wouldn't that be nice.

I suggest that maybe we continue, that it might be tied to the way the grants are now tied, that is for AFGP-SCP that it is a 90/10 match and that for RSVP it is a 70/30 match. Maybe that would be a possibility, that the additional monies would depend upon a 30 or a 10 percent match depending on the program.

Mr. GRANDY. This question comes up time and again when people come before committees asking for increased funding. I would like particularly in an area like this, where there has been a private sector commitment to this, to in a sense hold their feet to the fire as well, because some of these adjustments are inevitable regardless of what the budget figures are. But the constant Federal exposure is I think the wrong message to send to the private sector.

Ms. DOWLING. Keep in mind that except for last year we have had no kind of COLA for 10 years. Really the local areas do not have the feeling that all this largess is coming from the Federal Government. There is a commitment there. What do you think of the idea of the 90/10 or the 70/30?

Mr. GRANDY. In other words, if there is a 5 percent increase we provide 90 percent and the community provides 10?

Ms. DOWLING. Yes, because it would continue the commitment on both sides.

Mr. GRANDY. I wasn't here when those 90/10 formulas were agreed. I sit on this side of the aisle and that seems like increased Federal exposure, which is usually something I do not support. I would consider some kind of cost sharing agreement.

Thank you.

Mr. KILDEE. Ms. Unsoeld.

Ms. UNSOELD. Thank you, Mr. Chairman.

I wanted to thank the panel because even the best of statistics and reports there is a special impact when we hear from people who have been actually doing the job. So thank you very much for coming.

Mr. KILDEE. Mr. Poshard.

Mr. POSHARD. Thank you, Mr. Chairman, ladies and gentlemen of the committee. Forgive me if I am stepping on forbidden territory here, but I couldn't help but notice some of the nonverbal reactions of some of you folks when the previous panel was speaking.

Within your written testimony there is an obvious adversarial relationship here of a sort—maybe it is not as bad as I think it is, between your programs and ACTION. What is under the table here, the hidden agenda?

Ms. DOWLING. Because I worked for ACTION for 10 years in Washington, I feel very comfortable about dealing with ACTION. But it is nice to have seen both sides.

The problem is not at all—when we have been saying ACTION, I think we are talking really about national policy. We are not talking about individual ACTION staff or the support that we get in most cases, tremendous support, and I am sorry if I didn't really make that clear, that there are some marvelous people in ACTION, totally dedicated, smart and able, and willing to, after 15 years, to get out there every day and work hard for our programs and see them expand. They are great people.

I guess you could say in a nutshell that there are a number of things that we haven't been happy about in the leadership.

Mr. POSHARD. Does anybody want to elaborate on that or am I off base here, Mr. Chairman?

You have in your written testimony that there are policy considerations that you are not satisfied with. What are those?

It seems to me that all of you are in the same boat, so to speak, in terms of the constituency that you serve and that we ought to have cooperation instead of divisive policies.

I am a freshman; I don't know whether I am asking the right question or not.

Mr. KILDEE. There are no wrong questions here.

Mr. RASMUSSEN. As one freshman to another, I too remarked also in my oral remarks about that type of relationship and I am, as I said, I am four years old and the first project director that I came to in 1985 here I heard the word ACTION family, welcome to an ACTION family, a lot. I was proud to be a part of that and still am proud to be a part of the ACTION family.

But there are variances and differences and I will give one example, that when it comes to a regional or state training the national associations that we have come together to form are not allowed time on the agenda to work together and to network and to talk about the things that we would like to see happen with the programs.

We are to meet after or before or any of the time during the agendas. To me that seems that there is that barrier there. So in my oral remarks, as a new officer, I would like to tear that barrier down.

I believe that we have a lot to offer ACTION as people working with the volunteers. We have a lot to offer them as well as they have a lot to offer us.

I have a wonderful working relationship with our state office people. I can call them at any time and ask them for anything. It just seems as though on the national level that the associations and individuals like ourselves are not utilized to our fullest capacity, and I think that is what I would like to see a betterment for so that we are working for the same cause.

I hope I elaborated enough on the fact that if we all work together more of those seniors will be served and we will use more of those seniors to help fill that community need.

Mr. POSHARD. Have you articulated those concerns to the ACTION director?

Mr. RASMUSSEN. The short period I have been involved with the national association and attended two meetings with the staff here, some of those concerns have been articulated.

Mr. POSHARD. Why would ACTION want to retain any barriers between the organizations?

Mr. RASMUSSEN. I don't believe I have an opinion on that, sir. I can't see a reason for it to tell you the truth, in my judgment.

If I might say one additional word, I believe that there is in some sense a willingness on their part to utilize project directors. I was invited back in November to be a part of the new director training.

When they brought all 44 projects together they invited three of the Senior Companion directors back to assist in that training, and I think that is a point to start and to continue with in national trainings where they utilize our expertise and come to the associations and say, "What do you think about this?"

Tom Linhart did a wonderful job of putting that orientation together and he utilized three individuals who had been in the field for 12 to 15 years and myself as the freshman, four years, so I think that is a start, and I would like to see that expand.

Mr. POSHARD. One other comment, if I may. On the suggestion that you made in terms of the cost share basis, I certainly favor that sort of thing. I have been a careful observer of senior programs in my area and I have watched those programs almost be demeaned to the point where it is sickening sometimes.

Many of our senior groups raise money through bake sales and raffles. Every week it is something else just to come up with whatever amount of money they have to come up with to get the matching funds from the state or Federal programs. It has almost gotten to the point where you can't go any further.

We don't have any big United Ways or big cities. I think the biggest town in my district is 15,000 people. El Paso has all kinds of things that maybe help senior citizens; the rural areas of this country do not. They have to beat the bushes for money.

I would hope that a 90/10 could work to our advantage in the rural areas in terms of maintaining quality of these programs.

Ms. DOWLING. At the same time giving people an opportunity to contribute something. It gives them ownership.

Mr. POSHARD. That is right.

Ms. DOWLING. You asked about the relationship with ACTION. RSVP has really had a problem in these last few years because we have been pretty much ignored. It was hard when you consider we are 84 percent of the entire ACTION program.

One specific thing that happened in October is that ACTION said they didn't have enough money to provide regional training in the spring. Normally ACTION trains twice a year for project directors.

So the associations together offered to do the training, and ACTION just rejected it out of hand. Not only did they do that, but then when they sent out a letter to the regions and the state offices saying what would be allowed, they specifically said that it shouldn't have anything to do with an association meeting, so naturally we feel rebuffed.

Mr. POSHARD. Thank you, Mr. Chairman.

Mr. KILDEE. Thank you, Mr. Poshard. You are no longer a freshman.

I want to thank the panel. It has been excellent. You people are in the field. You serve the people. You have brought us a great deal of information, insight, some new energy, too, and I appreciate it very much. We will be in contact with you.

Mr. KILDEE. I really appreciate the patience of our last panel. I will ask them to come forward now.

Joseph Nicholas, Senior Companion Volunteer; Edith Wells, Foster Grandparent Volunteer; Jennie Walker, Retired Senior Volunteer.

Mr. Nicholas, do you want to start?

STATEMENTS OF JOSEPH NICHOLAS, SENIOR COMPANION VOLUNTEER; EDITH WELLS, FOSTER GRANDPARENT VOLUNTEER; AND JENNIE L. WALKER, RETIRED SENIOR VOLUNTEER

Mr. NICHOLAS. Mr. Chairman, Members of the committee, thank you for this opportunity to testify before you today. Good morning. My name is Joseph Nicholas. I am a resident of the District of Columbia. I am an SC volunteer, working in the program sponsored by the Institute of Gerontology, University of the District of Columbia.

I am currently working at the D.C. Village Nursing facility. For seven years I have helped those who cannot help themselves. For four hours per day, five days per week I care, share and give of myself by expressions of love, concern and compassion.

I have three clients assigned to me. I help them in whatever way I can, such as escorting clients to the various clinics and programs, talking, cheering up and any other tasks that contribute to the comfort and well-being of the clients.

One of my clients is bedridden. Every morning I have to have prayer with her. The prayer sessions seem to help her cope with the pain and suffering. In addition, there is renewed interest in life.

This experience has given me a great sense of accomplishment and pride. Working in the SC program has given me the joy of going out of my home, preventing me from sitting around nursing my own problems. I got involved in the program because I believe that those of us who are not limited should take care of those who can't take care of themselves. The SC program allows me to do this.

Being an SC myself, this work helps me to maintain my physical and mental health. The information I receive at the monthly in-service training sessions is beneficial to both the client and SCs.

For example, at a recent training session we had, a presentation was made on available energy services and cost-saving ideas. The services and ideas passed on to the senior companion and subsequently to the clients will surely reduce the strain of our limited income, especially those residing in homes or apartments.

The stipend provided has enabled me to maintain a reasonable quality of life. Without it, I probably would have to seek employment elsewhere and apply for aid from the D.C. Department of Human Services. I thank God for the strength and knowledge to be able to help someone and pray that the program will be available to me as a client when I can no longer care for myself.

Thank you.

Mr. KILDEE. Thank you very much, Mr. Nicholas.

Edith Wells from Richmond.

Ms. WELLS. Mr. Chairman and the committee, good morning, or afternoon. It is a pleasure to be here today to testify on this committee or to say a few words about my duties.

It has been a pleasure for me to be a Foster Grandparent, as I am a grandparent and a great-grandparent. I work with the first-graders in school, and during my time of work there—I have been there four years, and I also have a lot of little children that I have to contend with every day, and sometimes they can be very, very upsetting and then again they can be making you very happy with the things that they do. But during my time of being there, I have found that the service that I am rendering has been more inspirational to the children and helpful as it has been to myself.

There are a lot of little children that come to school that they do not get attention at home. They do not have the love and attention that they really need. And when you see that you can make a child happy or you can see a smile on their face, it means so much to you, because I know how my grandchildren are when something goes for them, and they brighten up and the same thing happens to those children in the classroom.

I have certain duties that I perform with the children. Some of the slow learners in the class, if they don't know their math or if they cannot read, I have a round table that I sit, I take them to myself while the teacher is working with the other class, and I work with them.

For the last four years I have had about five children that were either slow in reading or math, and I have helped them to accomplish what they needed to so they could pass their grades at the end of the year. And that has made me feel real good, because I know I have been of some help and I know the parent, if they knew what was going on, they would appreciate that.

During the time that I am in the classroom, the teacher feels confident enough that she can leave the class with me and go out if she needs to go, and the children will listen if I say, "Be quiet," and et cetera.

I have really enjoyed being a Foster Grandparent and as a volunteer. Of course, there are a few things that don't go your way all the time and they are exactly as you expect them to be, but what is going right in life all the time? We have our ups and downs so we have to make the best of whatever. We would like things to be better for us.

I am a mother of five sons. I have 21 grandchildren. I have four great-grandchildren. I have a handicapped son that I have to look after each day, but during the morning hours while I am in school, he has a personal care nurse to come in in the morning and this gives me a break that I can get a way from that diversion. When I leave school, I go back to that. But being in school, it helps me and I am helping someone else also.

So I say to anyone that feels like they want to help someone, work with the little children because they are very appreciative. If I miss a day out of school, the next morning when I hit the door, "Ms. Wells, where were you yesterday? We missed you." That

makes you feel good if you have done something to help someone, even a little child.

The Bible says "a little child will lead them," and if you watch out, they will. I hope I can continue this program until I can't do it and I mean that from the bottom of my heart.

Mr. KILDEE. Thank you, Ms. Wells. Very good.

Ms. Jennie Walker.

Ms. WALKER. Congressman Kildee, other Congress Members, invited guests and my director, Dr. Cosby, good afternoon or good morning, whichever. I am Jennie L. Walker and I am here to speak on the RSVP Volunteer Services which is sponsored by Family and Child Services, Washington, D.C.

I have worked with Meals on Wheels, which was organized by Ms. Sara Tollington at New York Avenue Presbyterian Church. I worked six years after the orientation meeting. I enjoyed serving these people. They were so happy to see me, each day they would come and ask me why I was so long getting back. I didn't work every day, but maybe two days a week. They had other volunteers for other days.

I would have a little chat with them, and always tried to leave them in a good feeling, smiling or what have you. Because I had other meals to serve, and we tried to serve them so they would be hot for the other people—on my route I had a blind lady. She was a darling. She could not see anything, so she asked me to help her sign her check. That was the day that they have to pay. I was also collecting. And I told her, yes, I would be glad to help her.

Then I would sit close to her and tell her where to start her pen, and then I would say quietly to her, "You're doing fine. Now don't move the pen. Just go straight along. Oh, that's good. Come down just a little." Then she gets it done and I compliment her for her effort in signing her check, and she was very grateful to me and thanked me so many, many times, even gave me a Christmas present that year.

Another station—I worked at Freidman's Hospital. I helped patients with reading material from the library, writing letters, and listening to people tell of their situations and let them talk. I also received patients for appointments to the doctors.

I then moved to Howard Hospital where I helped visitors and families find their way through the new hospital. At the community service at Simon Hamlin Methodist Church, here we were helping the young people, young ladies and men, to find a job or stay in school, and we had fairly good success with doing that. And Family and Child Services, I helped with the mailing, writing, and babysitting. Sometimes there were 10 children at a time.

But I had a neighbor who was lonely and wanted something to do, so I asked her if she would like to join RSVP. She said, "Well, maybe. I'll go with you sometime." So she went with me one day and enjoyed it. We both love children. That was Mrs. Montague, and we are sorry about her passing last December.

RSVP has made it possible for us to go on trips, to moves, and we were invited to the recognition programs where we received certificates as appreciation for our work. The luncheons and Christmas parties were very enjoyable. Everyone was very happy, and we had a good fellowship there.

Now, the finance. The donation we receive is a small amount for us. Of course, we don't hold back because of the amount. We still do the work. It is a small amount, because we are all on small incomes and we have our regular bills to pay, food to buy, and clothes. Everything has gone sky-high now, as you know. In that light, I feel that we should be given more.

I also worked with the American Diabetic Foundation and do writing there. Through RSVP we are shoppers, office helpers, friendly visitors, sales persons, thrift shop helpers, and we can help handicapped people, and we have one that I visit who cannot walk, and of course she cried about three months after she lost her husband wanting to go home, and it is a sad situation.

We also have the deaf, the mentally retarded, and we can be hospital aides or tutors. Through RSVP, we have made new friends, helped in community problems, forgotten our own worries by helping others

We can be officially recognized by Action and our local RSVP. We might even find a second career. We feel with this—may I leave this little point with you?—we feel as a motto, "Others, Lord, yes others, let this our motto be: Let us help others that we may be like thee."

It has been a pleasure working with the volunteers and I am grateful for being invited here today. Congressman Kildee, I received your letter, and it was very nice.

When we go to see these people who are so shut in and when we go there and see them hoping to give them some consolation, they give us consolation. We are so happy when we leave them.

So I thank you.

Mr. KILDEE. Thank you very much. I thank all three of you.

This has been the best panel; no disrespect to the others. I think we agree it has been very good.

I have to philosophize a bit. My staff has probably heard this before. I am a father of three teenagers, one in college, two in high school.

When I came to Washington, they were four, five and six. Raising my own children, my wife, and I also, felt it was very important they have a good feeling about themselves, that they have a sense of dignity and self worth. That is very important.

People have to have that good feeling about themselves. I tell the story of my sixteen year old son, Paul. When he was about seven years old, I was tucking him in bed one night, and heard his prayers.

After he finished his formal prayers, he said "I love God, I love Mommie, I love David, I love, Laura, and I love me."

That was very important. I went downstairs and told my wife, that kid is going to make it. That's very important; that you really respect yourself.

Obviously, in delivering services, whether it be math, shopping services, or whether it be meals on wheels, or helping somebody, praying with them, whatever, in doing that, if you can make them feel a little better about themselves, that child who has not had success before and feels he or she cannot do it, you can help them do it.

Or the person who feels life is just nothing, but you can bring them joy by coming in there, or talking to someone with meals on wheels as you deliver the meal, by also delivering a nice, kind word to make them feel they are worth something.

I think that is really important. I think it is extremely important. Maybe starting with you, Mrs. Wells, on how do those children feel. The rest of you can join in if you have ideas on this. How do they feel when you show them they can be successful in math? Does that help them as a person, too, beyond just the skills they have gained?

Ms. WELLS. They feel real good because—first, they didn't think they could do it. When you continue to tell them just take a little time, well, you add, you try to put your marks down. I have blocks or soft counters at school, and you let them use those so they will know how to do these things.

When they find out that they can do it, they are very proud they are able to go back with the regular class and can perform with the class, with the teacher, teaching them, that they don't have to be with me to do this.

They love to be with me. But when they know they can go back and perform with the class, it makes them feel real good, because they they get a better mark on their report card.

It's a better grade average for them and everything.

You try to teach them how to take the words apart, pronounce the words, recognize their alphabets, their letters, et cetera.

They feel real good.

Mr. KILDEE. It pains me very often when I go into a supermarket and you see maybe a mother saying to her child, "You never do anything right." That's child abuse, really. It really is. It's probably more abusive than physical abuse. That child begins to feel that I am not as good as others. I can't get things right. That's a terrible thing to tell a child. I think that's really abusive.

Mr. Nicholas, in dealing with the people you work with, can you see that you are able to uplift them and make them feel a little better about themselves?

Mr. NICHOLAS. I really do, Congressman. They get a joy out of it and also, so do I. It is a wonderful feeling when you can help somebody else that is less fortunate than you are.

I myself am 77 years old, and I can enjoy helping someone that can't do for themselves.

Mr. KILDEE. Very good.

Mrs. Walker, can you talk about some experience perhaps where you were able to feel someone felt better about themselves?

Mrs. WALKER. Yes, I can. This was at school. The young lady—well, a little over her age class, we decided to have this program, and she was asked to recite a poem. Her mother said to me, you can't put Margaret on the program because she won't speak. She will maybe start, but she will cry. I said why? She said oh, I don't know. I said, okay, thank you. I will try and take care of that for you.

So I gave Margaret a poem and she said to me, Oh, I don't believe I can do that. That's too long. I said that's not very long, Margaret. You are a big girl now and you should be doing these kind of things; and I said your mother told me that when you started

speaking, you would always get up and cry. I said why are you crying?

She said, Oh, the people make me nervous. I said well, we won't do that this time. I said I'm going to be back there. I guess I can say in the wings, and your mother will be out front. Your father will be out there. All of the friends. I said you are going to speak to them. And I said now, we are not going to cry and I don't want to see you start from that platform, coming down and not say this piece for me. We rehearsed, went through it.

The night came. Oh, it was beautiful. She did it and everyone was so happy. Of course, I was bubbling over.

Mr. KILDEE. That is wonderful. You know, I am going to pass on to Mrs. Unsoeld in a minute here, but when I first got elected about 25 years ago to the State Legislature, I was in charge of the prison budget, the prison authorization. I used to visit Jackson Prison, in Jackson, Michigan, the largest walled prison in the world. I visited the prisoners a great deal. I began to discover that most of the prisoners there really did not think much of themselves. They didn't really think they had great worth or that they had any dignity. You know, if you do not think you are worth anything, then you certainly don't think other people are worth anything.

If you don't think you have worth or dignity, it is much easier to steal the other person's property because they have no worth, dignity or importance; and even take their life. If I am not important, their life is not important. If you respect yourself, you are much more likely to respect someone else. If you think you have worth, your self has dignity, you are more likely to respect the worth and dignity of someone else.

I concluded most of the people there could take someone else's property or life because they didn't respect themselves and therefore did not respect the other person. If we can help people respect themselves, not only are they better, but also society is better.

I think you are doing a tremendous job in doing that.

Mrs. Unsoeld.

Ms. UNSOELD. Thank you, Mr. Chairman.

What a pleasure it was to have you here today to tell us about your experiences. As you indicated, Mrs. Wells, there are so often children today who do not have anyone who are really giving them that little encouragement and lift. What you all do, the other people who are doing what you are doing, is so important. You never know when it is that little bit of encouragement that is going to have somebody make a major choice in where their life eventually goes.

Also, the sharing at other moments in our lives, sometimes not so pleasant, but to have somebody to share it with so the burden is not so great.

Thank you so much for coming today to help inspire us so that we pick up and do our job better and with more enthusiasm and thank you for sharing your joy in what you give to others with us.

Thank you.

Mr. KILDEE. Thank you, Mrs. Unsoeld.

Mr. Poshard.

Mr. POSHARD. Well, I think all of you exemplify—one of the prayers I always grew up with was Saint Francis of Assisi, when he said "For it is in giving we receive; for it is in understanding that we are understood; it is in loving that we are loved."

I think all of you exemplify that. When I look out across our society today and see all the people that are out there that are kind of in the shadows of life, the homeless, the dispossessed, the disabled, and the way some people tend to look at that part of our society and those people as being almost drawbacks, almost dredges upon society, to tax our resources and our energies and everything else. I think you people, as all of us, should kind of look upon those folks as real opportunities to validate ourselves. I think the Lord does give us those folks, not just to help them, but to help us so that we understand a little more about what life is really about.

I think you people do that very well, more than any of the rhetoric. I just thank you.

Ms. Wells, I'll tell you, as Chairman Kildee said, I have a 15 year old and a 21 year old now. I missed half their lives being in this business. I would have loved for you to have been their teacher.

Ms. WELLS. Thank you. I wanted to say something else. It has given me a great pleasure to be here today. This is an opportunity that I have never had, and I know I will probably never have it again. So I want all of you to know it was well appreciated, and thank you so much for the invitation.

Now I can go back to Richmond and tell them what wonderful people I met. May God bless all of you. I wish you just all the best. You all pray for me that I may continue to do what I am doing. I am asking the Lord to use me where he needs me, because I don't know what his intentions are for me. As long as I am able, I am going to continue to go on.

Thank you so much.

Ms. WALKER. May I say one thing? I am so happy to be here also. I have not been to one of these sessions. I guess I thought it is all right for me to go. When I told them yes, like I do always when they call me for any other thing, you just forget the word no, I think. But this was very beautiful. I am glad to have met all of you wonderful people.

Thank you.

Mr. NICHOLAS. I just want to say I thank you, too, because this is my first experience of this. It has been a wonderful experience. Thank God for it.

[Applause.]

Mr. KILDEE. Let me say this. The proceedings of this hearing will become part of the archives of the United States. They will be printed up and permanently kept in the Library of Congress. As a matter of fact, in case we do not have the wisdom to keep the peace, which I pray to God we do have the grace to keep the peace, we even put extra copies of the archives of the United States, including what has been said here today, your very words, buried in the mountains in Maryland. So a thousand years from now, historians reading those records, can read something about this society. They are going to read that Joseph Nicholas and Jenny Walker made Washington, D.C. a better place in which to live and that Edith Wells made Richmond, Virginia a better place in which to

live and that all three of you made this world a better place in which to live.

Thank you very much. God bless you.

The hearing stands adjourned.

[Whereupon, at 12:45 p.m., the hearing was adjourned, subject to the call of the chair.]

[Additional material submitted for the record follows:]

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COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

320 CANNON HOUSE OFFICE BUILDING

WASHINGTON, DC 20515

SUBCOMMITTEE ON HUMAN RESOURCES

February 27, 1989

Ms. Donna M. Alvarado, Director
ACTION
806 Connecticut Avenue, N.W.
Washington, D.C. 20525

Dear Ms. Alvarado:

Thank you for your testimony at the Subcommittee's February 24, 1989 hearing on the reauthorization of the Older American Volunteer Programs. In order to further complete the hearing record I would appreciate your answering the following questions:

1) During the 1987 reauthorization of the Older Americans Act, a new Title III, part D was included to provide in-home services to the frail elderly. Have any efforts been undertaken to encourage state agencies on aging to involve Senior Companion and RSVP volunteers in providing services to the frail elderly under this provision?

2) Can you provide the Subcommittee with any information concerning partnerships developed on the local level that involve Senior Companion or RSVP volunteers in the new part D program?

3) Please explain the interagency agreements that currently exist between ACTION and other federal agencies. When ACTION enters into agreements with other agencies, do the other agencies contribute funds to support volunteers?

4) Could you describe how the public/private partnerships between ACTION and B. Dalton Booksellers, and ACTION and Exxon came about? Have these issue specific initiatives been successful?

5) In its FY 1990 budget submission, ACTION requests funds for communication purposes: $20,000 for the Foster Grandparents program; $20,000 for the Senior Companions program; and $43,000 for RSVP. How will these funds be used?

   * Why are these funds being requested from the program account rather than the administration account as it has been in previous years?

* If these funds come out of the program account will this result in fewer volunteers?

6) Since the challenge grant program was initiated, how many such grants have been made? What have they been for? Do these initiatives continue once the challenge grant has run out? In cases where the initiative is continued, where does this funding come from?

7) What is the current administrative structure for RSVP, Senior Companions and Foster Grandparents? Does each program have its own director? If not, why not?

8) RSVP received a $225,000 dollar increase for FY 1989. How have these funds been allocated? If they have been allocated, please provide for the record a breakdown of where these funds were allocated, and in what amounts.

9) The Foster Grandparent program received an additional $1.484 million in new funds for FY 1989. How have these funds been allocated? If they have been allocated, please provide for the record a breakdown of where these funds were allocated, and in what amounts.

10) The Senior Companion program received an additional $2.014 million increase for FY 1989. How have these funds been allocated? If they have been allocated, please provide for the record a breakdown of where these funds were allocated, and in what amounts.

11) Please provide the Subcommittee with information detailing the amount of federal funds awarded to grantees on an individual basis each year since 1982 and the amounts allowed for administrative expenses at each project for each of those years.

It would be greatly appreciated if you would respond in writing to the following questions by March 14, 1989. Your cooperation in providing this information is greatly appreciated. This letter, your written response and any additional information you provide will be made part of the printed hearing record.

Sincerely,

Dale E. Kildee
Chairman

tk

ACTION
WASHINGTON, D.C. 20525

OFFICE OF
THE DIRECTOR

March 15, 1989

Honorable Dale E. Kildee
Chairman
Committee on Education and Labor
U. S. House of Representatives
320 Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

In response to your letter of February 27, 1989, I am pleased to provide the enclosed responses to your eleven questions.

Sincerely,

Donna M. Alvarado

Donna M. Alvarado

Enclosures

House Subcommittee on Human Resources - Follow-up Question

Question 1

Mr. Kildee: During the 1987 reauthorization of the Older American Act, a new Title III, part D was included to provide in-home services to the frail elderly. Have any efforts been undertaken to encourage state agencies on aging to involve Senior Companion and RSVP Volunteers in providing services to the frail elderly under this provision?

Ms. Alvarado: The 1987 Older Americans Act Amendments appropriated $4.8 million for in-home services for the frail elderly. AOA allocates these funds among State Offices on Aging through formula grants based on census estimates of the 60 + population in each state.

ACTION has coordinated implementation through efforts of its regional offices. As a result, state funds totalling $200,945 have been awarded through AAAs to SCP projects in Michigan, Alaska, Washington, and Oregon for respite care and other services. Idaho SCPs have received $6,944 in Title 3A AOA respite care funds, and $30,000 in state revenue sharing funds is utilized by Florida SCP projects for respite care.

House Subcommittee on Human Resources - Follow-up Question

Question 2

Mr. Kildee: Can you provide the Subcommittee with any information concerning partnerships developed on the local level that involve Senior Companion or RSVP volunteers in the new part D program?

Ms. Alvarado: State revenue sharing, AOA categorical grants and state appropriated funds have been channeled to SCP projects in several states for respite care activities. Examples include:

1) $30,000 in State revenue sharing to SCP projects in Florida.

2) $8,944 in Title 3A AOA respite care funds to Idaho SCP projects.

3) $94,945 in State funds through AAAs in Alaska, Washington and Oregon to SCP projects.

4) Michigan State Agency on Aging has channelled $106,000 to the Detroit SCP to support SCP/Respite Care services in the area.

Also, 24,860 RSVP volunteers are providing 3,800,000 hours in long term care services to at-risk older persons. These are directed primarily to chronically homebound clients affiliated with Area Agencies on Aging.

House Subcommittee on Human Resources - Follow-up Question

Question 3

Mr. Kildee: Please explain the interagency agreements that currently exist between ACTION and other federal agencies. When ACTION enters into agreements with other agencies, do the other agencies contribute funds to support volunteers?

Ms. Alvarado: ACTION currently has three interagency agreements with other Federal agencies involving one or more of the Older American Volunteer Programs.

The Agreement with the Veterans Administration, signed June 23, 1988, promotes the use of Senior Companions and RSVP volunteers to provide in-home services, including respite care, to veterans. Currently 179 Senior Companions are serving 625 veterans in 31 projects. Eleven of these projects received two year seed grants from ACTION. Three RSVP projects received one year seed grants and are presently recruiting and placing volunteers.

In December 1988, ACTION and the Department of Defense signed an agreement to facilitate expansion of FGP volunteer service to handicapped and special needs children on military installations co-located with existing FGP projects. Several projects have been placing volunteers in such settings for several years. We anticipate that expansion will be supported by local DOD facilities funding resources.

ACTION and the National Commission on Libraries and Information Science entered into a Memorandum of Understanding (MU) in March 1986. Specific OAVP activity was developed in April 1988 to implement the MU. The RSVP Intergenerational Library Assistance Program places RSVP volunteers to

(Question 3 continued)

Ms. Alvarado:

assist library staff to develop and implement programs for the increasing number of unattended school children using the library during after school hours. Fourteen RSVP projects received one year seed grants from ACTION to demonstrate this concept. Over 250 volunteers are currently serving.

The three current agreements do not involve a transfer of funds between agencies. Several agreements in the past, including Head Start and Office of Juvenile Justice Delinquency Prevention, did involve the transfer of funds from these agencies to ACTION.

House Subcommittee on Human Resources - Follow-up Question

Question 4
Mr. Kildee: Could you describe how the public/private partnerships between ACTION and B. Dalton Booksellers, and ACTION and Exxon came about? Have these specific initiatives been successful?

Ms. Alvarado: ACTION/B Dalton Booksellers

The ACTION Office of Voluntarism Initiatives awarded a demonstration grant under Title I of the Domestic Volunteer Service Act of 1973, as amended, to support the use of existing private sector programs and generate new volunteer resources for the expansion of quality literacy services in urban areas. ACTION's contribution was $250,000 which was matched with the B. Dalton's $100,000 and Gannett's $150,000. The funds were used to make awards to Laubach for the two-fold purpose of (1) providing literacy seed grants (subgrants) to RSVP projects on a competitive basis and (2) providing technical assistance to all RSVP projects interested in adult literacy.

Over the three-year period of the RSVP Literacy Project, Laubach awarded 94 subgrants ranging from $2,000 - $5,000 to 71 RSVP projects throughout the country. The RSVP subgrantees generated 3,363 volunteers working in adult literacy. The volunteers tutored 4,265 adult learners.

Laubach also developed the National RSVP Literacy Network as a means of disseminating information about adult literacy. Sixty-three percent of RSVP's 750 projects (469 projects) chose to participate in the Network.

In connection with this, as well as sending out regular mailings and providing telephone technical assistance, Laubach:

- Wrote the Literacy Guidebook for the National RSVP Literacy Projects, a 60-page manual based upon the problem-solving experience of RSVP project directors involved in adult literacy;
- Developed (and revised annually) the National Literacy Resource Directory for RSVP Projects;
- Produced "Making a Difference", a 14-minute video orientation tape for RSVP literacy volunteers.

Laubach also provided literacy training at 19 ACTION Regional and State OAVP training events; and made presentations regarding the RSVP Literacy Project at 11 nationally-based conferences.

Beyond the specifics of adult literacy, however, this collaboration has demonstrated how creatively and constructively public and private resources can be when applied to an area of shared national concern.

ACTION/EXXON - ACTION has encouraged RSVP project directors for several years to expand the recruitment of male volunteers through a greater number of volunteers stations needing highly skilled volunteers. As a result of discussions with the National Association of RSVP Program Directors and the New York City RSVP Project Director, a joint effort was initiated to match ACTION funding with that of the Exxon Corporation to conduct a pilot study to test various approaches to recruiting large numbers of male volunteers. The Exxon Corporation provided $30,000 and ACTION matched the sum for a total $60,000. Subsequently thirteen RSVP projects received funding for this effort. The final report from the sponsor will be submitted to ACTION shortly. Preliminary data indicate that over 1,000 male volunteers were recruited and placed.

House Subcommittee on Human Resources - Follow-up Question

Question 5

Mr. Kildee: In its FY 1990 budget submission, ACTION requests funds for communication purpose: $20,000 for the Foster Grandparent Program; $20,000 for the Senior Companions Program; and $43,000 for RSVP. How will these funds be used?

* Why are these funds being requested from the program account rather than the administration account as it has been in previous years?

* If these funds come out of the program account will this result in fewer volunteers?

Ms. Alvarado: Prior budget submissions included the communication totals in the line item "training and technical assistance". For the FY 1990 submission, the Agency decided to display these amounts in two categories, "training and technical assistance" and "communications."

Items included in the communications item are program specific recruitment materials, flyers, posters, films, and videos. Funds are utilized for the design, production, duplication and distribution to local projects. Such items have always been requested from the program account.

The communication item is estimated prior to the beginning of the fiscal year and monitored throughout. Funds are not diverted from the grants item, unless they are identified as unexpended funds due to slow start up of new projects, staff turnover, etc. Direct support of volunteers is not reduced.

House Subcommittee on Human Resources - Follow-up Question

Question 6
Mr. Kildee: Since the Challenge Grant Program was initiated, how many such grants have been made? What have they been for? Do these initiatives continue once the Challenge Grant has run out? In cases where the initiative is continued, where does this funding come from?

Ms. Alvarado: As of FY 87, a total of 59 OAVP challenge grants have been awarded. Each OAVP challenge grant has been awarded for a three-year period. At the end of the second year, each grantee is required to have raised 50% of the total ACTION award. For the fourth and succeeding years, each grant is expected to be supported totally with non-ACTION funds.

In FY 1988 14 (three-year) FGP challenge grants were awarded with approximately $503,400 in program funds.

In FY 1987 the following challenge grants were funded:

1)	FGP	- 32 grants	$1,280,000
2)	SCP	- 13 grants	$ 681,500

These grants will be completing their second year of operation this fiscal year. A survey of their accomplishments will be conducted at the end of this fiscal year.

All challenge grants are awarded to existing projects that are expected to generate local funds to support the grants when ACTION funding is terminated at the end of the third year.

House Subcommittee on Human Resources - Follow-up Question

Question 7

Mr. Kildee: What is the current administrative structure for RSVP, Senior Companions and Foster Grandparents: Does each program have its own director? If not, why not?

Ms. Alvarado: In 1987, the Agency staff was realigned in order to be able to absorb a reduction from 511 FTE to 448 FTE. At the same time, headquarters staffing levels were further reduced in order to fill critical vacancies in the field. Efficiencies were therefore realized across the board in headquarters staffing. Within the OAVP Division, the three branches of FGP, SCP, and RSVP were combined into the two current branches of RSVP and FGP/SCP.

The direction of the two stipended programs by a single Program Officer is effective because the administrative structure of both programs is similar and many administrative policy determinations cross-cut both programs.

The programs have operated as efficiently as before, as well as producing fiscal savings as a result of the elimination of a third distinct branch. This factor is especially significant in view of continued reductions in headquarters staffing subsequent to the 1987 reorganization, due to constrained program support budgets in FY 88 and FY 89.

House Subcommittee on Human Resources - Follow-up Question

Question 8

Mr. Kildee: RSVP received a $225,000 dollar increase for FY 1989. How have these funds been allocated? If they have been allocated, please provide for the record a breakdown of where these funds were allocated, and in what amounts.

Ms. Alvarado: The $259,000 increase in RSVP in FY 1989 will be allocated to finance new volunteers in currently underrepresented geographical areas in Region IV (Southeast U.S.).

House Subcommittee on Human Resources - Follow-up Question

Question 9
Mr. Kildee: The Foster Grandparent Program received an additional $1.484 million in new funds for FY 1989. How have these funds been allocated? If they have been allocated, please provide for the record a breakdown of where these funds were allocated, and in what amounts.

Ms. Alvarado: The total amount of additional funding will be used to support approximately 10 new FGP projects in FY 1989.

Seven new grants have already been awarded in the 1st quarter. The remaining grants should be in place in the 3rd quarter.

The Agency targeted allocation of these new funds to Region IV and VI (Southeast and Southcentral U.S.) which have been underfunded in FGP. Prior to this funding increase, Region IV was 5.3% and Region IV 1.5% below their shares of national funding based on the Resource Allocation Formula.

With the additional funding allocated to these two regions in FY 1989, Region IV is now only 2.1% under, and Region VI remains the same.

House Subcommittee on Human Resources - Follow-up Question

Question 10

Mr. Hildee: The Senior Companion Program received an additional $2.014 million increase for FY year 1989. How have these funds been allocated? If they have been allocated, please provide for the record a breakdown of where these funds were allocated, and in what amounts.

Ms. Alvarado: The increased SCP appropriation will be used to fund at full annualized level the 44 new SCP projects started in FY 1988. The amount required for full annualization is $1.871 million. Plans for the use of the remaining $159,600 are now being developed.

House Subcommittee on Human Resources - Follow-up Question

Question 11

Mr. Kildee: Please provide the Subcommittee with information detailing the amount of Federal funds awarded to grantees on an individual basis each year since 1982 and the amounts allowed for administrative expenses at each project for each of those years.

Ms. Alvarado: Attached you will find a listing of grants by program for fiscal years 1984, 1985, 1986, 1987, and 1988. The column entitled "Support" represents administrative expenses, and the column entitled "Budget" equals the Federal award.

The requested information for 1982 and 1983 is unavailable.

Submitted materials retained in Subcommittee files.

OLYMPIA J. SNOWE

February 24, 1989

TESTIMONY BEFORE
THE COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES

Mr. Chairman, I want to commend you and the ranking minority Member, Mr. Tauke, for holding these hearings on the reauthorization of the Domestic Volunteer Service Act (DVSA).

As you know, volunteerism has had a long and proud tradition throughout American history. Thus, it is fitting that Congress has sought to foster that tradition through its support for ACTION, established by the DVSA.

While there are many aspects of ACTION which the subcommittee will be reviewing, I would like to address my remarks to the Retired Senior Volunteer Program (RSVP), which has made such a significant contribution to our communities. As you are aware, RSVP provides the opportunity for retired persons to give their volunteer services in various settings.

For example, RSVP volunteers have provided assistance to orthopedically handicapped children, to homebound individuals needing shopping assistance or friendly visiting, to families needing respite care, and to refugees in need of literacy

training. One program in Lewiston, Maine, is a neighborhood after-school program which provides activities in a supervised setting for children under 12. As you can see, RSVP programs serve a variety of community needs.

Thus, when I heard about the growing problem of latchkey children in libraries because of a lack of adequate afterschool programs, I began to wonder if we might not turn this situation to an advantage.

As you know, many working families are struggling to find adequate, affordable day care for their children. With the average annual cost of care totaling $3,000 per child, finding quality care can be an impossible task. Currently, 2.1 million children, ages 5 to 13 years, regularly spend some period of time without adult supervision afterschool.

Libraries, since the turn of the century, have made a commitment to serving the needs of children. Nothing, however, has prepared them to deal with the deluge of unsupervised children who, on a regular basis, are spending extended periods of time in the library because of a lack of day care.

In May, 1988, the American Library Association indicated that "what to do with and about library 'latchkey children' has become one of the most rapidly developing public library policy arenas." Exemplifying that problem, the report cited the

Brooklyn Public Library which has 100 or more unattended children a day; and Los Angeles County which in 1985 found about 2,000 children a day whose parents used the libraries as an afterschool center.

In places as disparate as Illinois, Texas and Oregon, librarians are trying to cope with a problem that is really a community problem -- how shall we care for our children and who shall be responsible.

One solution I have proposed is the Intergenerational Library Literacy Act. This legislation relies on older volunteers who will work with libraries interested in developing afterschool literacy and reading skills programs for latchkey children. Additionally, older volunteers, through program and example, will stress positive images of aging.

Support for this bill has been widespread. Indeed, it was at the recommendation of the President of the National Association of RSVP Directors that I included the concept of "Programs of National Significance" in order to permit RSVP to better direct volunteers into these library programs if such programs meet the needs of the community. In this way, RSVP could provide a core of volunteers upon which libraries could build their programs.

In keeping with the notion of better targeting RSVP resources, I will also be introducing a bill that includes two other areas of "national significance" -- respite care services for caregivers and monitors for guardianship programs.

As you know, in December, 1988 a study by ACTION found both RSVP and Senior Companion Program (SCP) volunteers offered respite services to caregivers. RSVP volunteers were found to spend about 15 percent of their time in providing services to family caregivers. Most organizations surveyed who received RSVP and SCP help indicated that without these volunteers, "they either could not operate or would have to curtail respite activities". Volunteers were found to derive a sense of satisfaction from providing respite services because they were aware of the value of allowing caregivers the opportunity to take breaks from their caregiving activities.

Unfortunately, the study found that large numbers of caregivers are wait-listed and that the insufficient supply of volunteers was a principal resons for limitations on respite care. For this reason, establishing respite care as a targeted program may help to provide greater emphasis on services to caregivers.

Finally, we are all aware of the problems that abound in the guardianship programs. Wards are individuals whose legal rights, decisionmaking authority, and possessions have been transferred to the control of a guardian or conservator based on a judgment

that the ward is no longer able to take care of these matters. Today, as many as 500,000 adults may have been made wards under court guardianship or conservatorship programs. While guardians can protect the well-being of those incapable of protecting themselves, the current fragmented system provides few safeguards to wards.

The idea of guardian advocates to monitor guardianship programs was first addressed in legislation I introduced in the last Congress and which was reintroduced in January. Advocates can be trained by the courts to explain what wards can expect from the court system, to provide support, and in general serve as the eyes and ears of the court system's monitoring process. I believe that RSVP volunteers could serve as a cadre around which to develop a program of volunteer advocates.

I want to urge the Subcommittee to consider these proposals as ones which, although not binding on any community, will permit the idea of these intergenerational library programs, respite care programs and guardianship monitoring programs to develop and grow. I believe it is in the best interests of us all.

As the population ages, there will continue to be an increasingly large number of older adults who seek meaningful opportunities for contributing to society outside of paid employment. Older volunteers bring with them a lifetime of experience which many are eager to share.

I want to thank the Subcommittee for the opportunity to provide testimony on the DVSA and the new concept of "Programs of National Significance".

96-999 (160)